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ABSTRACT

In this national survey, local changes in primary and intermediate schools are examined in response to radical administrative restructuring of the New Zealand educational system. Recent administrative moves toward decentralization are based on the assumption that such changes will improve educational quality. The study focuses on the relationships among trustees, principals, teachers, and parents at the school level; their participation in and knowledge of decisionmaking; resource allocation; and changes in school policies. Questionnaires were mailed to a random stratified sample of 239 schools, a 10.5 percent sample of all public primary and intermediate schools. Response rates were 75, 70, 75, and 44 percent for principals, trustees, teachers, and parents, respectively. Results of each questionnaire are presented in four chapters, which include statistical data and respondents' comments. A conclusion is that the rapid changes, increased workload, and uncertainty of school funding have increased many participants' skepticism of the educational system. Outcomes of administrative changes have contributed to increased ambiguity of local administrators' roles and may negatively affect parents' attitudes if costs increase or if traditional educational values are threatened. 59 tables and 23 figures are included. (LMI)

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THE IMPACT OF *TOMORROW'S SCHOOLS* IN PRIMARY SCHOOLS AND INTERMEDIATES

1989 SURVEY REPORT

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THE IMPACT OF TOMORROW'S SCHOOLS IN PRIMARY SCHOOLS AND INTERMEDIATES

1989 SURVEY REPORT

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Wellington

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The report could not have come out so quickly without the dedicated work of NZCER's data manager, Barb Bishop.

Nick Pole, now with the Ministry of Education, speedily drew up the sample of schools requested, and was always quick to give information on the characteristics of schools and their staff.

I am grateful to NZCER colleagues Jackie Burgon, Cedric Croft, Ian Livingstone and Geraldine McDonald, and to Sandi Aitken, Stephen Lungley and Ruth Mansell for their review of the draft of this report in time to meet a tight deadline, and to Ian Livingstone and Sabina Owen for their sterling work in getting the report ready for printing.

Finally, this survey would not have been possible without the support and interest of NZEI and the School Trustees' Association.

OVERVIEW

1. WHY CARRY OUT A NATIONAL SURVEY?

In January 1989 I developed the idea of an annual national survey over the next three years to see how primary and intermediate schools were faring through the radical changes to the administration of New Zealand's schools, *Tomorrow's Schools*. These changes shift responsibility for spending and school policies, within national guidelines, from a government department working through ten Education Boards as well as its own local units, to individual schools. They envisage a deeper partnership between school staff and parents of children at the school through its governing body, the Board of Trustees. Each Board has five parents, elected by other parents, the principal, a staff representative, and can co-opt up to four other members.

The Board is responsible for drawing up the school charter, which sets out the school programme and policies in relation to a description of the community served by the school. The charter is in essence a three-way form of contract between a school's board of trustees, its parents, and the Ministry of Education, which provides funding for the school. Consultation with parents on the content of the charter is one of the major responsibilities of trustees.

Accountability, in the form of goals or outputs, and information about outputs and operations, is a major theme in the changes. For trustees, it comes in the form of their election by parents, the Ministry of Education's agreement with their school charter which secures funding, and the review of the school every three years by the Educational Review Office. The charter document forms the basis of the review, by setting out policy goals and targets against which the school's performance can be judged.

The changes arose from a review of educational administration rather than a review of the quality of New Zealand schooling. A prime rationale for *Tomorrow's Schools* was that by shifting decisionmaking to the school level, removing several bureaucratic layers, and introducing at school level the accountability mechanisms being introduced elsewhere in the public service, the public money available for education would be spent more effectively. But any review of *how* something is done cannot avoid a view of *what* should be done. The *Tomorrow's Schools* provisions carried an underlying theme that they would also change the quality of New Zealand education.[1]

Initial major criticisms of the changes were that school-based funding would make it harder to put into practice national policies designed to improve the learning outcome of disadvantaged groups or introduce changes to curriculum; and that in trimming the bureaucracy, layers of vital support and advice for schools would also go, leaving schools isolated or stagnant. Additional concerns about the adequacy of school budgets were raised in the latter half of 1989, and supported earlier beliefs that the changes would gradually lead to increased financial contributions from parents.

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1. `The Government is certain that the reform it proposes will result in more immediate delivery of resources to schools, more parental and community involvement, and greater teacher responsibility. It will lead to improved learning opportunities for the children of this country.' David Lange, then Minister of Education, *Tomorrow's Schools*, p iv.

The questions which I hoped this survey could answer, some now, some two years hence, are these:

* What changes do people expect?
* Will these expectations be met?
* How well are the aims of *Tomorrow's Schools* being achieved?
* What changes, particularly to resources, e.g. staffing, can be seen in primary and intermediate schools?
* Do the changes affect different schools and social groups differently?

A questionnaire survey cannot cover every aspect of school life. I decided to focus on those areas where information might not be coming through from other sources, and which seemed crucial to the success of the changes. These were the relationships between the different partners (trustees, principal, teachers and parents) at the school level, their involvement in decisions, and their knowledge of what was happening in the school; the resources at a school's disposal, and the school's use of them; and changes in school policy areas. I was guided by the terms of the changes themselves, and my understanding of the research on good quality schools, particularly School Matters,[2] one of the few studies to analyse school characteristics in relation to children's achievement over a period of years. The questionnaires also asked people for their expectations of change, and their views of the implementation of *Tomorrow's Schools*.

NZEI and the then School Committees Federation have supported the project, and representatives from each worked on the Advisory Committee which examined and substantially improved the first drafts of questionnaires, and piloted the next. Separate questionnaires were designed for trustees, parents, principals and teachers.

Despite efforts to keep a rein on all the questions which could be asked, the questionnaires remained quite lengthy - as some said who filled them in for the pilot run. At the same time, so much was happening in the schools and around them: I was aware of heavy workloads and continual flux. I had some anxious days when I asked myself whether the information in this survey would be of sufficient use to warrant the time we were asking people to give it. My answer was eventually, yes. If we did not have the data, we would not know how things really changed for different kinds of schools, for people in different roles. There would be no independent yardstick to gauge the representativeness of a media story or a particular viewpoint; the typicality of the experience of individual schools.

2. *MAJOR FINDINGS OF THE 1989 SURVEY*

1. The pace of the change, associated workloads and deadlines, and uncertainty about school funding have made many people sceptical about the outcome of *Tomorrow's Schools*, and the reasons for it. The prevailing feeling about the changes was more one of doing a job that needs to be done rather than any great enthusiasm.

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[2] Mortimore, Peter Sammons, Pamela Stoll, Louise Lewis, David and Ecob, Russell (1988), School Matters - the Junior Years Open Books, Wells.

2. Principals' workloads were heavy. Fifty-seven percent were working more than 50 hours a week at the time of the survey, September-October 1989. Satisfaction in their work was also severely dented for many, because of this increased workload and change in their role. (Just under three-fifths of the principals in the survey were teaching principals.)

3. Two-fifths of both principals and trustees had yet to receive training for their new roles at the time of the survey; only 18% of the teachers reported any training specifically on the *Tomorrow's Schools* changes.

4. Few changes to schools as a result of *Tomorrow's Schools* were expected. Trustees expected more change than others in their relations with parents and staff; principals more than others in their workload and the realm of what is taught and how it is taught. All groups showed a concern that relations between teachers might become competitive.

5. No widespread dissatisfaction with the quality of New Zealand primary and intermediate schools was found in the survey.

6. Trustees and parents[3] had a similar spread of views on what they value in schools, and what they would like to change. There were no overwhelmingly universal aspects of schools that they would like changed. Much of what they would like to change has a financial cost tag to it: an increase in something already valued rather than a new direction. Few were interested in changing their school's principal, or dismissing individual teachers

7. Four-fifths of both parents and trustees felt they had adequate information from the school about what is happening at the school; 73% of parents and 82% of trustees felt that their school's written reports on children's progress are adequate.

8. Most parents in the survey felt they already had sufficient contact with the school principal (87%), their child's teacher (80%), and the school's Board of Trustees (73%).

9. Half of both teachers and trustees would like more parent involvement in their school; principals were more satisfied with the current levels, with only a quarter wanting more parent support. But only 14% of the parents in the survey had no involvement in their child's school. This raises questions about how much more parent involvement is actually possible.[4]

10. Some schools were coping with internal conflicts between different values and views. But on the whole, there was no evidence in the survey of widespread 'capture' of boards of trustees.

11. The amount of money raised by different schools did not differ substantially for 1988. The way they raised it did. It appears that schools in low income areas were working harder at fundraising to offset the lower school fees they were able to ask of parents, and higher rates of non- payment of fees. Parents in these areas were also more likely to have to pay for

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[3] The data on parents are less robust than for other groups because of a low response rate, and should be treated as indicative only.

[4] It may be that parents who did not respond to the survey are less involved in their child's school than those who did.

classroom materials than others. This could well mean that there is no further money in their local communities for these schools to tap.

12. Policies to meet the needs of different groups of learners were not common in primary and intermediate schools; those that existed addressed individual needs (e.g. gifted) more than social needs (e.g. Maori). This indicates that some of the policy requirements of charters are new territory for many schools, and will take more time to develop than may have been realised.

13. Teachers' involvement in school decision making was quite high overall, but low in the areas of budget allocation and inservice training. Parents and pupils have also participated in some areas of decision making.

Comment

It is too early to draw any firm conclusions about the success or outcome of the *Tomorrow's Schools* changes. Two issues which arise from the findings of the 1989 survey are these:

* During the first year of the changes, Boards and principals have often found themselves more on the receiving than initiating end as requests for information, and changes to these requests came into schools from the new central organisations. They were often frustrated in their ability to put together the information required by the absence of sources of that information, often due to the changes in the central organisations, and their sorting out of respective roles and priorities. To what extent will this experience sour the hopes that many had of the changes? To what extent does it point to a growing gap between schools and the central Government agencies? To what extent does it point to gaps within the operations or communication of central Government agencies?

* This survey has no evidence of substantial trustee and parental dissatisfaction with the schools their children go to. In many schools, the *Tomorrow's Schools* changes were not grasped as a means to an end of changes in other areas. In fact, the parents and trustees in this survey often expressed a desire to keep what they already have. So the shift to school-based administration could seem flat or disappointing simply because it may only amount to a transfer to schools of administrative workload and responsibilities. If the shift is associated with increased costs to parents, or erosion of things that are valued in the school, then it will be viewed negatively.

3. TECHNICAL ASPECTS OF THE SURVEY

Sample Size

The sample size is 239 schools, a 10.5% sample of all non-private primary and intermediate schools. The sample is a stratified random one, proportionally representative of the overall totals for schools in different locations, different sizes of roll, different proportions of Maori enrolment[5], and the of both state and integrated schools.[6]

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[5] The major reason for including this characteristic was Geraldine McDonald's study of promotion and retention practices in the junior school, which found differences between schools related to the proportion of Maori children on the roll.

Originally the sample totalled 252. Six special schools were withdrawn because they could not be done justice in this survey. The principals of seven other schools indicated their preference not to take part when an initial letter outlining the survey was sent to all those principals, teachers and trustees selected. The major reason for principals declining was their workload; most were teaching principals. Three of the schools were integrated schools.

Table 1 School Characteristics of the Survey School Base (N=239)

Characteristic	%	Characteristic	%
Location		***Size***	
Rural	44	*1 to 34 pupils*	17
Urban	39	*35 to 99 pupils*	26
Secondary Urban (e.g. Blenheim)	5	*100 to 200 pupils*	20
		200 to 300 pupils	16
Minor Urban (e.g. Balclutha)	13	*300 + pupils*	22
Percentage of Maori enrollment		***Type***	
less than 8%	42	*Full primary (to form 2)*	53
8 to 14%	19	*Contributing primary (to standard 4)*	40
15 to 29%	15		
30% or more	22	*Intermediate*	7
Authority			
State	92		
Integrated	8		

The schools in the sample served as the base for our samples of the four groups primarily involved in schools. The reasons for doing this were a combination of practicalities, and the desire to be able to see what relationships existed between different people's views and the kind of school they were involved in. It seemed likely that people could have different experiences of both schools and the *Tomorrow's Schools* changes relating to the characteristics of their school, such as size and the socio-economic status of the community served.

Separate questionnaires were sent to the principal, two trustees and between 1 - 3 teachers (depending on the school's size) at each of the schools.

Names for the trustee sample were selected in July 1989 from the individual election returns held by the Implementation Unit of the Department of Education. Where there were no election returns from a school, questionnaires

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6. Assistance in drawing up the sample was given by Nick Pole, senior statistician with the then Department of Education.

were sent to the Chair, Secretary or Treasurer. The sample therefore consists primarily of elected trustees. To obtain sufficient representation of gender
primarily of elected trustees. To obtain sufficient representation of gender
and ethnicity, one woman and one man from each Board were selected, and some attention was paid to surnames and first names which could indicate Maori, Pacific Island or Asian origin. Teachers' names were chosen in a similar manner from NZEI member lists.

Parents are a considerably larger group than trustees or teachers. Resources were not available to survey a satisfactory number of parents at all the schools in our sample. Rather than have just a few parents from each of the schools in the sample, the decision was made to draw up a subsample of 26 schools representative of the characteristics of the total sample. Principals at these schools were asked to send class lists for selection of names, and then addresses for these parents. The basis of selection was one name in every seven on the roll, again with attention to surnames as a crude guide to ethnicity so that the sample might have sufficient numbers of different ethnic groups to see if there were any differences in their experiences and views.[7]

Questionnaires for principals, teachers and trustees in early September 1989, and those for parents a little later. Reminder letters were also sent close to the due dates. Response rates were good from principals (75%), trustees (70%) and teachers (75%); but unfortunately low (44%) from parents. Though those who did return questionnaires are representative of the parental sample as a whole, with ethnic and socio-economic characteristics that are not dissimilar for New Zealand adults, the low response rate means that data for parents should be treated as indicative only.

The material covered by the questionnaires is comprehensive, and brings together much information on resouces in schools and school organisation that has not been recently collected or collated at a national level.

The four chapters which follow report separately on the results of each of the questionnaires to trustees, parents, principals and teachers. They combine statistical data with quotations to convey the full flavour of respondents' views and experiences. Tests of statistical significance were carried out on material where appropriate, and these provided the basis for reporting differences between variables.

To keep the report as succinct as possible, the actual questionnaires have not been attached; they are available on request from NZCER. Questions which were open-ended are identifed in the text as (o); those which offered options for people to mark, with an option of `other' as (c). Figures have been rounded off; many of the findings do not add up to 100% for this reason, and because many of the questions invited more than one response.

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7. The attempt to obtain sufficient numbers of people belonging to different ethnic groups means that the samples of parents, trustees and parents are not truly random. Any bias resulting would be in the direction of over-representing people with surnames which indicate ethnic origin as opposed to those without such names.

1990 Survey

Questionnaires will be revised in August for this year's survey, piloted in September, and sent out in October. *Suggestions for the questionnaire are* welcome, and should be sent to Cathy Wylie at NZCER.

1 - TRUSTEES

1. RESPONSE

Seventy per cent (334) of the trustees in the survey sample completed the questionnaires. This is a good response for a postal survey, particularly considering that the period for the return of the questionnaires overlapped 1 October, when school trustees assumed their responsibilities for school budgets and charters.

The trustees in the survey come from 212 of the 239 schools in the overall sample. These schools are very similar in their characteristics to the overall sample of schools, though schools with rolls between 100 and 200 are slightly over-represented here (23% compared to 20% in the overall sample). The known personal characteristics of respondents in this survey are similar to those of trustees for primary and intermediate schools in the Department of Education's 1989 survey of trustees and board composition. The sample therefore appears representative for both school and personal characteristics.

Table 2

Socio-economic Status/ Occupation of Trustees

Category	% female trustees	% male trustees	% NZ female labour force	% NZ male labour force
*Elley-Irving Group 1**	4	21	2	7
" " *2*	14	22	6	11
" " *3*	11	17	24	23
" " *4*	12	27	35	27
" " *5*	3	4	21	17
" " *6*	-	1	3	9
Fulltime parent/homemaker	25	1		
Homemaker/part time in paid work	30	1		

*The Elley-Irving scale groups occupations according to a combination of income and education; the higher the number of the group, the higher the socio-economic standing. Groups one and two are mainly professional occupations; three and four cover skilled trades and white collar work; five and six semi-skilled and unskilled manual work.

Comparison with Department of Education data on Trustees

The Department of Education's May-June 1989 national survey of Boards of Trustees describes their demographic characteristics. Overall, there are more male elected trustees in primary and intermediate schools than there are in this survey (56% compared with 42%). The proportion of different ethnic categories is similar for both surveys, but a higher number in this survey declined to describe themselves ethnically.[1] The ethnic proportions for both

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1. Trustees in this survey were asked `*Please indicate the ethnic group(s) you belong to*, an open-ended question; in the Department of Education survey, the parallel question was `*Please indicate the ethnic group(s) you identify with.*,

surveys are reasonably close to those for the country's population as a whole. Trustees as a group are more representative of the higher socio-economic groups than the lower. This survey has a higher percentage of fulltime parents/homemakers (15% compared with 6%) than the Department survey, slightly more people in Elley-Irving group 4 (18% compared with 8%), and slightly fewer for farmers (11% compared with 19%), and groups 2 (17% compared with 23%) and 5 (3% compared with 7%).[2] Five percent did not give their occupation for this survey compared to 8% for the Departmental survey.

2. WHAT LED TRUSTEES TO STAND FOR ELECTION?

Trustees were asked why they had decided to stand for election to their schools Board; 52% gave two reasons, and 11%, three. The table below gives the reasons as a proportion of all the reasons given.(o)

Table 3

Trustees' Reasons for Standing for Election (N=326)

Reason	%
Interest in my (own) childs education	21
Desire to help school, children	21
Had relevant skills, experience	17
Interest in educational administration	14
Provide continuity from school committee	10
Asked by others	7
Opportunity for self growth	4
To stop sector interests dominating	3

Other reasons given ranged from a shortage of nominations to wanting to ensure representation for specific groups (Maori, Pacific Island, Christian). Only one person said they stood because they were not happy with the teaching at the school. Male trustees were more likely than female to stand because they thought they had relevant skills (19% compared with 14%); otherwise they had similar reasons for standing. Fulltime homemakers were slightly more likely to be asked to stand by others (23% compared with 11% average for other occupational groups), and slightly less likely than others because they thought they had relevant skills (17% compared with 31% average for other groups; highest was the professional group, 41%).

A number of people made some general comments here about the creation of the boards of trustees, and two examples show the range of their feelings from sheer enthusiasm to caution:

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and options were given for respondents to mark.

The proportions of different ethnic groups for trustees in this survey were: 68% Pakeha/European, 8% Maori, 3% Maori/Pakeha, 2% Pacific Island, 1% Asian, 5% from European countries, 4% New Zealander. 9% did not answer this question.

2. The Departmental survey figures used for this comparison of socio-economic characteristics are those for elected trustees, for all school levels.

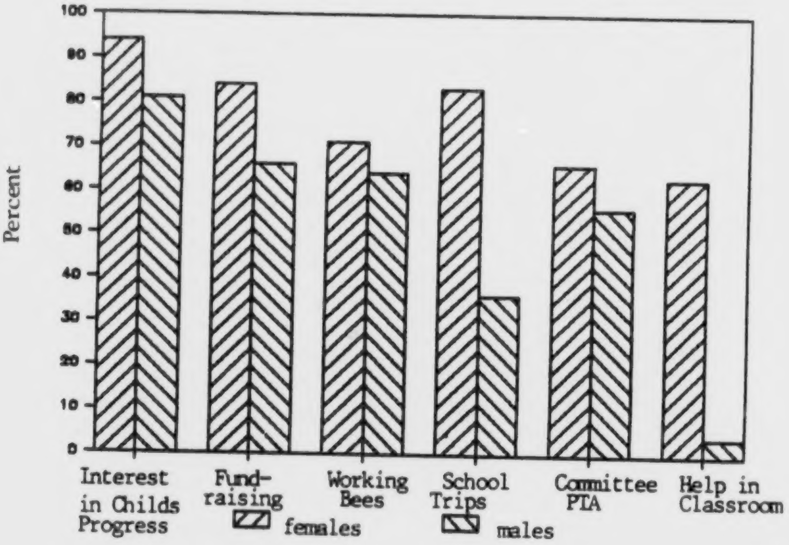
> *At last, a chance to be involved in the REAL decisions for the school, not selling cakes and deciding how many letters to write to the Education Board!*
>
> *I didn't believe all of the optimistic predictions about Tomorrow's Schools and felt that some determined negotiation etc would be necessary to make it work without calling on additional resources (financial) from the community.*

Trustees' prior involvement in the school

Most trustees were already involved in their child's school, usually in several ways, before they were elected. Almost all trustees indicated they had been interested in their own childs progress. (c) Many trustees had also given practical support to their childs school, with 57% involved in three to five of the activities listed below, 24% five or more, and 18% one or two only.

Figure 1

Trustees prior Involvement in School



The only major difference between the help given by trustees and parents in this survey is membership of the school committee/PTA; 14% compared to the trustees 62%.

Women trustees had higher rates of support for the school in all categories other help with working bees, where their involvement is similar to men's. Despite this picture of women's greater involvement in schools[3], women make up only 44% of elected primary and intermediate trustees nationally.

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[3] This pattern was similar for both female trustees and parents in this survey; though female parents' membership of the school committee/PTA was lower than female trustees, it was still higher than male parents.

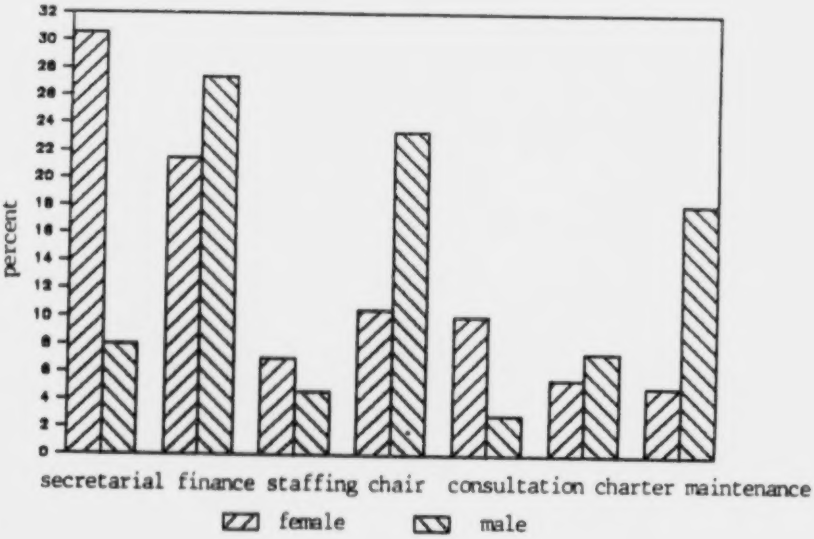
Analysing prior involvement by occupation shows homemakers and part time workers (almost all women) more active in the classroom and school trips than other groups; but similar to them in membership of the school committee/PTA, working bees, and fundraising. The professional groups are in fact the ones less involved than others in fundraising (55% average for Elley-Irving groups 1 and 2 compared with 80% average for other groups).

3. TRUSTEES' ROLES ON THEIR BOARDS AND THE USE OF CO-OPTION

Most trustees (87%) had specific responsibilities on their boards; 23% had more than one (o). Traditional gender role patterns were reflected in the allocation of secretarial, property and chairing responsibilities. Apart from finance, it appears as if most new tasks associated with the changes, such as charter development and consultation with parents and the local community, were less likely at this stage of the changes to be allocated to individual trustees.

It is interesting that though the handbook for trustees, *Governing Schools*, suggests appointing a training coordinator, none of the trustees gave this as a responsibility.

Figure 2
Gender and Trustee Responsibilities



Co-option

School boards can co-opt up to four more members to bring in specific skills, or to ensure that they have a fair representation of different social groupings.

Just over two-thirds of the trustees reported that their boards had co-opted new members[4] and 85% (192) of these noted that their co-opted colleagues had specific responsibilities. Most noted only one area of responsibility; a third of those belonging to boards which had co-opted noted two areas, and only 7% 3 areas. (o) This may indicate that at this stage co-option of one new board member was more likely than two or more.

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[4] The Department survey of May-June 1989, conducted four months before this survey, gives an overall figure of boards with co-opted members of 23%.

Table 4

Co-opted Trustees' responsibilities (N responses=267)

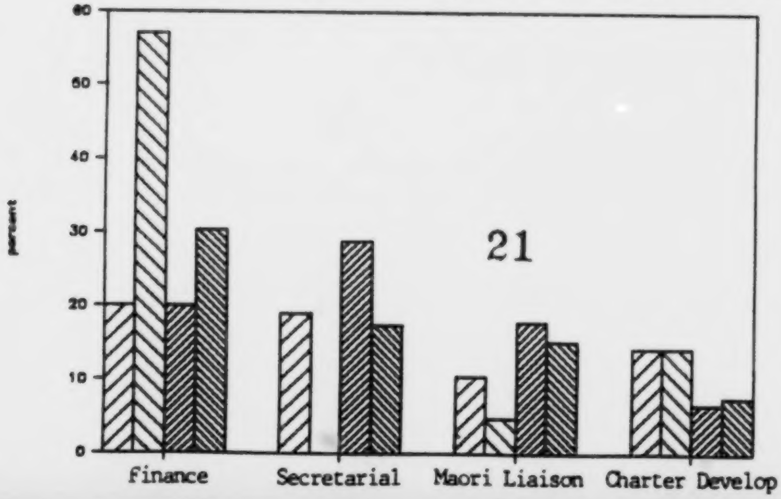
Responsibility	%
Finance	26
Secretarial	18
Maori liaison	14
Charter development	11
Grounds/maintenance	11
Pacific Island liaison	3
Other ethnic group liaison	3

Other responsibilities taken on by co-opted trustees included chair of the board, personnel, staff development, providing gender balance, and liaison between parents and the school. The new roles for Boards of Trustees of consultation, social group inclusion, and charter development are more pronounced for co-opted trustees' responsibilities than for elected trustees.

School location made a difference in co-option. Fifty-six percent of trustees in rural schools reported that their boards had co-opted other members, compared to 86% in small cities, and 73% in urban areas. Small schools were less likely to co-opt than larger: just over two-fifths of trustees in schools with less than 35 pupils reported co-option by their Board compared with three-fifths for trustees in schools of 100 pupils or more. Trustees at intermediates reported a slightly higher rate of co-option than those at primary schools. Trustees for schools with less than 8% Maori enrolment in general reported less co-option than those with higher Maori enrolment (54% compared with 80% average).

There were also some interesting differences for percentage of Maori enrolment and school location in the work for which trustees were co-opted.
31% of schools with 15-30% Maori enrolment had co-opted trustees to provide liaison with the Maori community, compared with 17% for schools with over 30% Maori enrolment, and 8% for schools with less than 15% Maori enrolment.

Figure 3
School location and Co-opted Trustees' Responsibilities



4. ASSISTANCE FROM OUTSIDE THE SCHOOL

Just over half the trustees (51%) felt that their boards had *not* received help from other educational institutions and organisations in their first five to six months of existence. The major source of help for the other half (N=157) came from other schools and their boards (38%) (o) The School Trustees Association were mentioned by 20%, Colleges of Education by 16%, NZEI by 11%, and commercial firms by 8%. Other sources of help were the Catholic Education Board, the Implementation Unit of the Department of Education, and the Principals Association.

Trustees in rural schools got slightly more assistance from educational sources than other areas (55% compared with an average of 43%); as did those in state schools compared to their peers in integrated schools (50% compared with 38%). There was no clear relationship of assistance to size, percentage of Maori enrolments, or type of school.

Trustees were also asked if their Board had had assistance from local community groups: 24% of the trustees reported such assistance. Most of the groups they mentioned (o) were Maori, (though there were no differences for community group help overall reported by trustees in schools with different proportions of Maori enrolment) with some church groups, early childhood groups, and in a few cases, support groups organised by a local authority such as their city or borough council. There was more community group help for urban trustees than rural, 36% compared with 26% (perhaps because there are fewer organised groups in rural areas) and less for trustees in intermediates than primary schools (13% compared with 25%).

Just over two-fifths (43%) of the respondents would like more assistance with their work as trustees than they were getting. Most of the assistance they wanted (o) was specific or clearer information on matters such as costs for preparing budgets, charter requirements, and their roles as trustees. `Expertise', particularly in the financial aspect of their work, was important. `More time' was also mentioned by about a quarter. Trustees in state schools wanted more help compared to those in integrated schools (44% compared with 31%). There was less mention of a desire for further help as school size rises. Otherwise school characteristics played no clear role in trustees' perceptions of the need for more assistance.

5. TRAINING FOR THE WORK OF A TRUSTEE

The Department of Education allocated $4.5 million dollars to training for the newly created Boards of Trustees and principals; some of this money was channelled through the Colleges of Education to send to boards. Some went to two national tours of two Tasmanian exponents of self-managed schools, Bryan Caldwell and Jim Spinks, one to major centres of both, and the other, Jim Spinks only, accompanied by members of the interim School Trustees Association executive. The Spinks seminars were largely targeted at schools in smaller centres and more remote areas. Some Colleges of Education organised seminars in their areas for trustees and principals. However, it was up to individual boards and trustees to decide whether they would train, and what training they would choose from what was available to them.

Just over three-fifths of the trustees reported receiving some training for their work; and half of these wanted more. Just under half of those who had had no training would also like training.

Table 5

Training received by Trustees (N=200)

Area	%
General	26
Spinks seminar	17
Charter development	13
Finance/accounting	12
Effective meetings	9
Treaty of Waitangi	8
Personnel/employment	4
Equity	4

More of the female trustees received training for their new roles as trustees than did the male (65% compared with 56%); more women than men of those who had no training for their work said they would like some (59% compared with 34%). Three quarters of the Pacific Island trustees received training, slightly more than both Maori (61%) and Pakeha/European trustees(65%). More Maori and Pacific Island trustees than Pakeha/European who had no training would like some. There was no clear relationship between occupation and training received or desired, although fewer professionals amongst those who received no training for the work as trustees were interested in having training, compared to those in other socio-economic groups.

Trustees from intermediates had had slightly more training than those from primary schools (69% compared with 61% average); those from the smallest schools also slightly less than other sized schools (50% compared with 62% average for schools with rolls above 35). Trustees from secondary urban areas had the highest rate of training, 86%, compared to 57% average for schools in other locations. While trustees from integrated schools had had slightly less training than their state counterparts (52% compared with 61%), fewer of these wanted training (33% compared with 48%).

Table 6

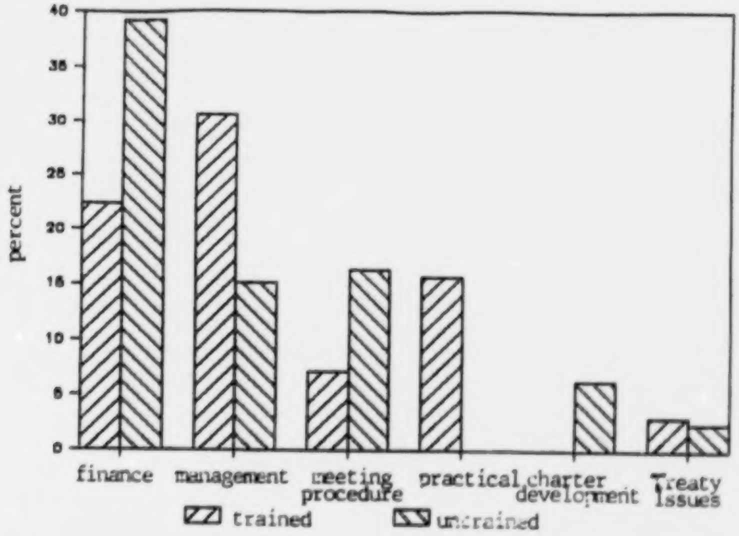
Sources of Trustees' Training (N=200)

Source	%
College of Education	25
Spinks seminar	23
Cluster group	13
Education Board	11
Private firm	8
School Trustees Association	6
Principals/teachers	4

Other sources of training were NZEI, Inland Revenue Department, the Implementation Unit and the Maori and Pacific Island unit of the Department of Education.

Training desired by Trustees

Figure 4
Types of training desired by Trustees



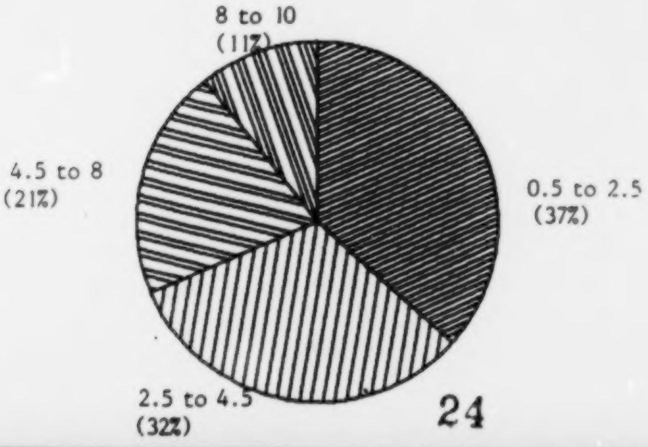
Other training desired included policy writing and development; and a few wanted 'informed advice' or said they thought they needed training, but were unsure of precisely what.

6. HOW MUCH TIME DO TRUSTEES SPEND ON THEIR WORK?

Just over half the trustees reported that their boards were meeting once a month, as suggested in the guidelines for boards, but over a third belonged to boards meeting two or three times a month, and 5% to boards meeting once or twice a week.

The average time that individual trustees were putting into their work at the time of the survey, September - October 1989, varied widely, from half an hour to 20 hours a week.

Figure 5
Average hours per week spent on Board Work



Location makes a slight difference, trustees in urban schools spent a little more time overall than trustees in other areas; as did those in schools with rolls of 200 or more. Type of school and whether it was state or integrated showed little difference. Chairs and secretaries of boards were spending more time on their work than treasurers or trustees reponsible for maintenance.

Comments on the time spent on trustee work

Just under a fifth said their work took too much time, or more than they had expected. (o) A further fifth noted the large amount of reading that came their way, commenting that some of it was contradictory or hard to understand. Four percent found their work clashed with their employment, particularly in rural areas, or their family responsibilities.

Some noted with pleasure how well their board members were working as a team; others noted with displeasure the time it was taking to get relevant information from the outgoing Education Boards and the Department of Education. Some commented on the work involved in creating the school's charter. Some saw it playing a core role in their work while others saw the charter as a time consuming formality.

> *I find this job very enjoyable, and our whole commitee works together well. It is also amazing how much qualifications and skills we all have with various tasks that have to be done with regards to our charter.*

> *More time than I expected just reading and digesting the mountain of paper. I've had to learn fast! Frustration at the amount of time attempting to get information and advice from the bureaucrats.*

> *It varies quite considerably and my workload is not really started yet as there has been no detailed information or funding information available on property matters [this trustee's responsibility] until very recently.*

> *The hours will increase until all systems are set up however, a lot of this seems to be unnecessary work stating the obvious (the mission statement) while other matters are neglected.*

> *A lot of time spent getting information so that we get our `Maori' charter right without having to justify or ask for anything.*

7. CONTACT WITH PARENTS

Trustees were elected by parents with children at the school as their representatives on the schools governing body, the Board. The principal and a representative elected by the school's staff are the other members of the Board. Integrated schools in addition have two or more trustees decided by their parent body.

As parents' representatives on the Board, what contact do Trustees have with the parents of children at the school? Trustees were asked to mark all the options which applied to them, and most had several forms of contact with other parents, ranging from 12% having one or two forms of contact, to 47% having more than five.

Table 7

Trustees' Contact with Parents at their School (N=332)

Contact	%
Informal discussions with parents who are also friends	93
Parents who are involved in preparing school charter	74
Individual parents contact me on matters of school policy	55
Trustees contact individual parents known to them to seek their views	53
Trustees talk at school functions to individual parents they have not met before	51
Parents come to Board meetings	42
Trustees attend meetings of the school PTA	36
Individual parents contact Trustee concerning their child	25
Trustee contacts parents s/he has not met before	22
Groups of parents contact Trustee on matters of school policy	11
No direct contact with parents	3

Other contacts included community and sports events, marae functions, meetings on the school charter, and telephone trees through which each trustee regularly contacted their share of parents at the school.

It is worth noting that at this stage of the changes, trustees' contact with parents was largely on a one-to-one individual basis, and mainly with people already known to them or people involved in the school (coming to functions or meetings) or confident enough themselves to initiate contact on a matter that concerns them.

Overall, female trustees had slightly higher levels of contact with parents than did male trustees; Maori trustees were three times as likely as Pakeha/European trustees to be contacted by groups of parents on matters of school policy (though overall numbers were low), and to be contacted by individual parents about their children (and Pacific Island parents twice as likely). Maori and Pacific Island trustees also initiated slightly more contact with parents than European trustees; no trustee in either of these groups had no direct contact with parents.

Trustees in schools in minor urban areas had slightly lower rates of contact with parents overall than trustees in other areas; those in contributing schools a little more than either full primary schools or intermediates. The size of school did not have a clear impact on trustees contact with parents: those at bigger schools did not have less contact than those at smaller schools.

Consultation of parents and community in drawing up the school's charter

Each school's charter was to be drawn up after consultation with parents and the local community, to ensure that it reflects what is important to them. Only 4% of the trustees reported that parents other than trustees themselves were not involved in drawing up their schools charter, though the level of response to trustee initiatives is mixed. Most trustees reported their Board using several different means to tap parent's and others' views. (c) Though questionnaires were used by many Boards, these were filled in on an individual basis, without group discussion. The school community was on the whole being consulted as a set of separate individuals rather than an entity of its own: which may well reflect the nature of most school communities.

Table 8

Parental Involvement with their Child's School's Charter (N=319)

Activity	%
Questionnaire to parents asking for expression of interest	79
Draft charter (or parts) circulated to all parents for their comment	68
Draft charter discussed at public meeting	57
Individual parents responded to general invitation to join charter working group	37
Methods of consultation still being developed	37
Individual parents with known expertise asked to join charter working group	23
Draft charter circulated to community groups for comment	19
Community groups asked to nominate a representative to join charter working group	9

The larger the school, the more use was made of questionnaires, and inclusion of parents in charter working groups. Parents also responded more to general invitations to join such groups as school size increased. Schools with rolls between 35 and 200 were more likely than the smallest or largest schools to ask community groups to nominate people for charter work, to circulate drafts of the charter to all parents, and to discuss the charter at public meetings. Integrated schools had more involvement from community groups, but less communication with or response from parents than state schools. Contributing schools had slightly more contact and response than either full primary schools or intermediates; as did schools in secondary and urban areas compared with those in rural and major urban areas.

Trustees were not asked whether they found the response to their initiatives on charter development satisfactory, though some indication of this can be gauged from comments to a later question on their satisfaction with the overall amount of parent involvement in their school : just under a fifth mention the charter and school policies as areas in which they would like to see more parent involvement.

8. TRUSTEES' CONTACT WITH TEACHERS

The school staff are the other major local partners in the board's business of deciding the character of their school, and the local flavour to be given to national guidelines on policy and curriculum. Trustees were asked to mark the boxes that corresponded with the ways in which they have contact with their school's teachers; 46% had three or four different kinds of contact with teachers, 23% five or more, and 24% one or two.

Table 9

Trustees' Contact with their School's Teachers
(other than the Principal) (N=332)

Type of Contact	%
Participate in school working bees/fundraising events	75
At social functions	75
Discussions with individual teachers out of school hours	63
Joint charter working groups	57
Discussions with individual teachers during school hours	55
No contact with teachers	3

Other contact included helping in the classroom and personal friendships with teachers. It is worth noting that a lot of trustees' contact with teachers takes place outside teachers' working hours - and that teachers share the school fundraising activities.

Again, women trustees have higher levels of contact with teachers than their male counterparts in all but charter working groups and social functions. Five of male trustees have no direct contact with teachers compared to 1% female. Three percent of Pakeha/European trustees have no direct contact with teachers; there are none in the other two groups who do not.

Overall, trustees from professional and managerial occupations have slightly less contact than homemakers and trustees in other occupational groups, and 7% of thems have no contact with teachers compared to an average of 1% for other occupational groups.

Size of school has no clear impact on trustees' contact with teachers: trustees at schools in the range 100-300 have slightly more than others. Trustees at integrated schools see somewhat more of the teachers than their counterparts at state schools. The only notable difference relating to type of school is that trustees at intermediates are less likely to have contact with teachers at working bees.

9. COMMUNICATION BETWEEN THE SCHOOL AND PARENTS

Participants in the survey were asked how they thought their school should communicate with parents on a number of different aspects of school life. (o) Newsletters taken home by children were the most popular.

Table 10

Desirable Means of School Communication with Parents

Means	Board decisions	Board meeting agendas	School fees	Opportunities for parent help
Newsletter	53	44	53	53
Meeting	21	-	19	-
Noticeboard at school	3	15	-	-
Personal contact	4	-	-	32
Personal letter	-	-	11	-
Public display	3	12	-	-
Available at school	8	13	-	-

Board meeting agendas and decisions were also discussed informally with individuals by a few trustees. Only a few individuals thought that Board agendas did not need to be available to parents. Examples of public display included notices in local shops, service stations and post offices - and not all of these were in rural areas or smaller centres. A small number thought teachers and the PTA could tell parents of opportunities to help the school.

Most trustees (76%) felt that parents already have the information they would like about the school and its activities.

As far as information to parents on individual children's learning progress goes, most trustees (82%) also thought that parents already have the information they want. This is an important finding in respect of any changes to assessment procedures which may be proposed by the working party on Assessment for Better Learning, whose final report is due soon.

Almost all the trustees (97%) thought information on children's progress should be conveyed by teachers, and, sometimes, principals, with the school taking an active role in contacting parents who do not respond to letters home or invitations to parent interviews. (o) However, given that 25% of trustees had in fact been contacted by parents regarding their child's school progress, this matter may be one which needs further clarification so that parental expectations of the trustees' role fit with trustees' own expectations of their responsibilities.

Just under a fifth (63 trustees) would like to see changes in the information given to parents about their children's progress. Of these, 24 would simply like to see more information included; 13 would like better parent-teacher relations, 12 favour having more information on how children are behaving, and a few would like more parental knowledge of current teaching methods and class programmes, more informal parental discussions with teachers, and written reports before parent-teacher interviews where this did not already happen.

A greater number of Maori trustees wanted more information than did European or Pacific Island; as did trustees from SES groups 1 and 2 compared to the other occupational groups. Trustees from state schools were three times more interested in having additional information on their child's progress than those from integrated schools, and those from intermediates twice as keen as those from primary schools.

10. TRUSTEES' VIEWS OF PARENTAL INVOLVEMENT IN SCHOOLS

Just over half the trustees (54%) thought the level of parent involvement was satisfactory at their school.

The rest would like more involvement in these areas (o):

Table 11

Areas Where Trustees Seek More Parental Involvement (N=149)

Area	%
Policymaking/Tomorrows Schools work	20
Help in the classroom	16
Fundraising	15
Help with school trips/camps/events	15
Working bees/maintenance	12

Among other areas mentioned were library help and understanding the school's programme and goals.

The rate of satisfaction with parent involvement was very low amongst Pacific Island trustees (20% compared with 52% for European and 44% for Maori). It decreases with higher socio-economic status. Trustees at rural schools bear out the traditional image of such schools having most parent involvement. Trustees at integrated schools report slightly less satisfaction with parent involvement than their counterparts at state schools.

How could trustees get parents more involved? A quarter suggested personal invitations. Thirteen percent said either that they had no idea, or had `tried everything'. Other suggestions were to hold more school functions, value parents' support more, make parents more welcome at the school; change the times, places and structures of meetings, for example by having small house meetings, meetings for parents whose children are in the same class, and marae meetings; advertise events more widely, set up a subcommittee for the task of expanding parent involvement, and do more to show how policies and support for the school had an impact on children.

Some representative comments here:

> *Parents still feel inadequate and `too dumb' to be involved in school programmes. They need their self-esteem, self worth uplifted as much as the children..*
>
> *I feel that parents in this community have a chequebook mentality towards solving problems, school fundraising (fairs, local dances etc)*

having been abandoned in favour of raising fees. This actively discourages direct contact or commitment. More personal involvement is needed.

More family oriented outings that break down the barriers and make parents want to be involved.

Some people are very involved. I'd like to see a larger number of parents involved. It's difficult for new parents to get involved when old hands seem to run things.

By identifying specific groupings, e.g. ethnic, unemployed, solos, and finding out what would help them to become involved, e.g. childcare available, transport; by not using jargon, by inviting them to be part of the decisionmaking process on issues they hold dear...parents need to know that they are a part of the decisonmaking process - that they can effect change.

Send home a newsletter stating the date of each meeting and a summary of matters discussed.

I want them involved in a real sense, not just fundraising or cooking the kai.

11. TRUSTEES' VIEWS OF THEIR SCHOOLS

Survey participants were asked to list three things they valued most about their school. All but 4% did so, most (92%) describing two, and 78% three.(o)

Table 12

Aspects of their School Valued by Trustees (N=322)

Aspect valued	%
Quality of teaching	30
School is caring/open/approachable	19
Community support for school	14
Small classes/school	9
Children's enthusiasm/standard of behaviour	9
School buildings or grounds	8
School meets Maori needs	3
Location of school	2

Other aspects mentioned included a balanced programme, the religious nature of the school, the quality of the Board of Trustees, having a good cross section of pupils from different ethnic groups and occupations, good discipline, and the school's role as the focus of the community.

The answers to this question show that different trustees valued different aspects of school life, though the most frequently mentioned, the quality of teaching and the caring nature of the school, together totalling almost half, were to do with the quality of the staff at the school.

There were some differences related to the personal characteristics of trustees and the characteristics of their schools.

Pacific Island trustees put more stress on the quality of teaching and facilities; Maori and Pakeha/European were similar in their responses, other than the aspect of a school meeting Maori needs (9% Maori compared with 1% Pakeha/European). Women were more likely than men to note the caring or open nature of the school. People from Elley-Irving group 5 (primarily semi-skilled manual work) placed more stress than others on community support for a school and proximity; those from the professional occupational groups were less interested in a school's caring or open nature.

Size played a role in what people valued: the larger the school, the more likely they were to mention teaching quality, facilities, children's enthusiasm or behaviour, and less likely they were to mention community support and smallness of school or classes. Quality of teaching was mentioned more by urban trustees than those in other locations; and community support and smallness of school or classes more often by those in rural areas. Trustees at intermediates expressed more enthusiasm than their primary school counterparts for the quality of teaching at their school and the enthusiasm or behaviour of children: perhaps a surprising result for those who are suspicious of intermediates. Nor does mention of a caring atmosphere differ much for intermediates compared with primary schools. There was less mention of community support and good facilities at integrated schools than at state schools.

Trustees were asked if there was anything they would like to change in their school: just over half (56%) would. The higher up the socioeconomic scale, the greater the interest in making changes. The larger the school, the more interest in change. Trustees in minor urban centres and rural areas, in full primary schools, schools with rolls of less than 35 and integrated schools were less interested in change than others.

Up to three areas could be listed by trustees as aspects they would like to see changed. One area was mentioned by 56% of the trustees, 38% two, and 25% three. (o)

Table 13

Changes Trustees would like to see in their school (N responses=390)

Desired change	%
Upgrade buildings/grounds	15
Lower teacher:pupil ratio/smaller classes	12
Curriculum	11
Upgrade or increase teaching resources and equipment	11
Improve programme for particular group of students	10
Improve relations between school staff and parents	6
Improve teachers conditions	4
Change principal/some teachers	3

Money, or the feared lack of it to make any changes, was also often mentioned in replies here. Other aspects mentioned ranged widely: having more parental input in the school, improving the schools image, having more discipline, increasing the size of the roll, having fewer proprietor's representatives on the boards of trustees at integrated schools, less vandalism and having more arts and fewer sports. Only two trustees mentioned a desire to turn their contributing schools into full primary schools.

Maori students were the most frequently mentioned group that trustees felt should be better catered for in their school; others were slow and fast learners. Comments on the curriculum covered the whole spectrum from broadening it, having more outdoor activities, including computers, to stressing spelling and having more homework.

Maori trustees appeared happier with the school atmosphere, relations with staff and standard of equipment than do European trustees, but wanted better provision for Maori students. Men were more interested in upgrading buildings than women, and less interested in improving the programme for a particular group of students. Homemakers were more interested in having smaller classes than other occupational groups.

Size or location did not make substantial differences, though those in schools with rolls between 100 to 199 were least likely to want changes in equipment, support for teachers or changes to teaching staff, or more provision for a specified group. Trustees at contributing primary schools seemed more satisfied with conditions for their teachers, teacher quality and equipment, but less satisfied with the relations between staff and parents and the size of classes. Those at state schools were more likely to want changes to staff - parent relations, buildings and curriculum areas than their counterparts at integrated schools, who were more interested in improving their equipment.

Trustees were also asked to `list the three things that you personally would give priority to if you were controlling the school's budget. Most (90%) gave one item; 80% two items, and 69%, three.

Table 14

Trustees' Personal Priorities for School Budget (N=301)

Item	%
Building & grounds maintenance	21
Teaching resources & equipment	17
Teachers' pay & staff development	15
Library and reading books	12
Specified curriculum areas	11
Wide range of experiences for children	10
Administration time/resources	6
Lower teacher:child ratio/smaller classes	3

Trustees filled in this survey as their test budgets were being prepared, and as public debate about the adequacy of the test budgets was mounting. There were many comments here about the adequacy of their school's budget, and the constraints they felt they faced. What they wanted was not what they believed they would necessarily be able to budget for.

> *When the test budget is 28% under what we need we may not have a great deal of choice on what we spend.*

> *It's a constant struggle to make ends meet, despite aggressive fundraising efforts (difficult in a very poor disadvantaged area). Our budget, prepared by our treasurer, who is an accountant, validitated by [national accountancy firm name] is 30% underfunded.*
>
> *At present most teachers I feel spend far too much of their own personal funds on classroom materials.*
>
> *I believe there will be no money for any extras unless parents provide it. I am disgusted at the shortfall in funding. There will be no money left after maintenance and staff are provided for. After the basics any excess should be spent on staff.*

There were few differences between women and men on their priority areas. European trustees placed more weight on reading material than Maori, and less on smaller classes. Staff salaries and development together with improving equipment increased in priority as the size of schools increased. Widening children's experiences and upgrading buildings became more important as school size decreased. Primary school trustees placed more priority on resources and upgrading buildings than do those in intermediates. There was more interest amongst integrated than state school trustees in expanding particular curriculum areas.

12. WHAT WILL THE TOMORROW'S SCHOOLS *CHANGES BRING?*

Trustees were asked whether the administrative changes would change teachers' work, and relationships amongst those involved in their own school. Overall, trustees did not see great changes in the classrooms of their schools. They saw most change in the relationship of their school's governing body with parents, and in parents' relationships with teachers.

Table 15

Trustees' Expectations of Change in their Schools (N=334)

Aspect	Ye	No	Not sure
Relations between parents & governing body	51	33	17
Relations between parents & teachers	38	43	19
Relations between teachers & principal	24	46	31
What teachers teach	23	54	23
The way teachers teach	20	47	33
Relations between teachers	16	48	36

Two fifths also commented on other important aspects of school life which they thought would change.(o) Partnership between teachers and parents, and a stronger school identity were aspirations mentioned in a third of these comments; but another third expressed concern that shortage of funding would erode their efforts. Others commented on changes to general morale (both up and down), and some noted fears of increased isolation and competition between schools.

Forty-six percent of the trustees commented on changes to the relationship between trustees and parents. (o) Most of these (63%) thought it would become closer, with more consultation; 18% noted that parents' expectations were now higher, with 11% saying that some were critical if a board decision did not go their way, or that their relations with friends and neighbours had become strained because of their role as trustee. Others expressed concern that the effects of lack of funding would be blamed on trustees, particularly if parents were asked to give more money to the school.

As far as changes in relations between parents and teachers were concerned, just under half (49%) of the trustees made comments. (o) Forty-five percent of these thought they would be improved, because of increased partnership, a team approach, or a greater welcome for parents at the school. But 9% of these made positive comments about the present relationship, expressing fears that it could deteriorate; 6% felt that parents could become too critical or assertive. Others noted that parents would become the employers, that they would be better informed about the school, and probably more assertive.

The major focus of observations about changes in relations between teachers and principal (made by 37%) was the increased administrative load of principals, and their enlarged responsibilities for staff performance. (o) One fifth of these commented either neutrally or positively about the changes in principals role; but another three-fifths expressed concerns at its effects on principal and teachers: increased workloads, (with quite a few favourable comments on how teachers were working hard to support their principal), general strain of the changes, friction because the principal could now hire and fire, and a few expressed fears that their principal's approach would become more autocratic.

Thirty-seven percent commented on possible changes to what teachers teach. (o) Twenty-two percent of these made positive comments about the present programme in their schools; 34% thought that it would be decided more by community preference - which not all wanted. Others felt that though change was desired, their teachers were reluctant to change, and there were five negative comments about the charter clauses on provision for Maori.

Comments on changes to how teachers teach (40%) varied. (o) Thirty-one percent of those commenting liked the present, and hoped things would not change; 16% thought changes would occur because of the overall Tomorrow's Schools changes, but did not say how; 13% thought they would not because of insufficient funding; a similar proportion thought they would if parents and trustees put pressure on teachers. Some felt this was an area that was up to individual teachers or their training.

Only a quarter of the trustees commented on changes to relations between teachers: only 9% of these thought they would change for the better. (o) The majority (79%) expressed fears that already good relations would deteriorate, that there would be increased competition and less teamwork. Twelve percent thought the relations would depend on what happened in individual schools.

Just under three quarters (74%) of the survey participants made a final comment on the effects of the *Tomorrow's Schools* changes. (o) Forty-one percent made two coments, and 13%, 3 or more.

Table 16

Trustees' Comments on the *Tomorrow's Schools* changes (N=247)

Aspect	%
Concern that funding will be inadequate	29
Concern at workload, school morale, timeframe of changes	20
Concern at lack of or contradictory information	16
Positive comment on changes	8
Concern that quality of education will suffer	5
Concern that rural schools will close/suffer	3
Concern that control of education will not change	3

Other responses included a concern that parents did not seem to want to be involved in schools, a desire for educational funding to go to schools rather than to the new central government bodies, the feeling that it was too soon to comment, a desire for more realistic pay for trustees, and a few who disliked the equity aspects of the charter provisions.

There were different emphases within the overall picture. Maori were more enthusiastic about the changes - but also commented that the changes still did not meet Maori children's needs. Trustees at intermediate schools also expressed this concern more than others. Women were more concerned about the workload and school morale than men. Those in rural and minor urban centres were most concerned about the fate of rural schools, but those serving rural schools were least concerned at workload or school morale. Enthusiasm for the changes was greater in schools with rolls between 36 and 100 than schools of other sizes, and least among schools with rolls over 300 and contributing primary schools. The latter had the least concern about funding, however, indicating other reasons than concern about adequate funding for negative or neutral feelings about the changes. Trustees at integrated schools were more worried about finance, workload and school morale, and lack of or contradictory information than state school trustees. Those at intermediates were highly concerned at their funding and workload and school morale.

The comments show a concern to do the work that needs to be done to keep schools going, rather than any great enthusiasm for the reality of the *Tomorrow's Schools* changes. Perhaps this is because of the pace of the change, the workload - in response to someone else's timetable - and unanticipated questions about the adequacy of schools' budgets. Perhaps this is because on the whole, trustees were satisfied with the schools they are now responsible for, and were not seeking to make great changes in putting themselves forward for election.

The comments below are typical in both their content and the strength of feeling they express:

> *Some of the problems which have arisen are a consequence of unreasonable expectations given by the hype leading up to the Board of Trustee elections, e.g. funding, minimal workload, anyone can do it. While anyone probably can do it, it does require a high degree of commitment and responsibility.*

We needed some reforms - but I hope we haven't thrown the baby out with the bathwater.

Too rushed! The guidelines aren't spelt out enough in many cases. We're OK - we have a chartered accountant, property manager, teachers etc who can fight their way through the guff and come up with something. I fear for other Boards. We all had School Council experience too. People off the deep end may be floundering.
I'm enjoying it. It's challenging. The children still seem to be getting an education and hopefully we will have the chance to enhance that.
It will slow down and settle, won't it?!

The unnecessary duplication of effort of 2000+ boards all doing similar policies etc from scratch to me is ridiculous and a disincentive to prospective trustees, wasting valuable time. The amount of time and work for a principal is far too much, and is affecting particularly this year's children. To turn our best teachers into administrators is not ideal. Rather leave them teaching firstly, and spend administration funds at school level rather than at service centres.

We have found that parents in our small community do not want to be involved in the running of their school. We have sent home questionnaires, mission statement etc for comment, only some even bothered to return them despite numerous reminders to do so.
Most of the work in the new system seems to be falling back onto the principal as the people who have been elected to BoTs say they dont know the first thing about running a school or writing a charter!

To be passing bills in Parliament when things are already being put in place has led to lack of information. As a BoT member, the information should have been available before elections even took place, and certainly immediately after, not months later. The funding formula is a farce - I'm sure comparisons with the Spinks Tasmanian system would show severe underfunding.

I think that although generally it is a good move, I can't help feel that it is designed as a Government cost-cutting exercise. By having the people run the school instead of the Government, the way the school performs is the people's worry - not the Government's. When country school rolls drop to one teacher status, I think the schools will be closed permanently - not good for district involvement in school affairs and for the district social interactions.

I think there was always room to cooperate between school and community and if people didn't do it then, they won't now. I think there has been an unnecessary upheaval. We could have had change, but in reasonable proportion. I can see no great savings being made from which we will have extra funds to enhance the children's opportunities. Quite the reverse. We are an extremely lucky school at the moment - stable staff, reasonable facilities. Already around us we see other schools in trouble. I guess our turn will come. We had a by-election recently. We had 21 nominations the first time - 2 this.

I think there are many good aspects to the changes, i.e. parents being able to be more involved in education, but some aspects worry me. Being a Trustee has proved to be a time and energy-consuming task so far, with a lot of responsibility. It will be interesting to see how many Trustees *stand again next time or resign before then. The Boards are accountable for so many things (community consultation, equity, gender issues etc) which the Department never seemed to be. Many of the changes which should take place may not if the funds are not provided.*

2 - PARENTS

1. RESPONSE

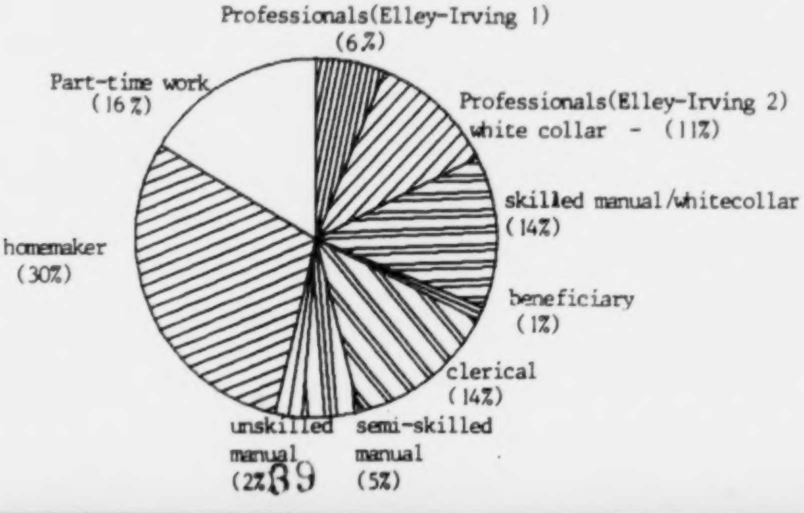
The response rate for the questionnaire to parents was 44% (266 out of the total sample of 605). This low rate means that the data in this section should be regarded as indicative only. The questionnaire for parents was sent to their home addresses, and left to parents or caregivers to decide who should fill it in. The majority who responded were women: 75%. This fits with their generally higher level of involvement in schools as reported here and in trustees' responses. Men filled in 21%, and the questionnaire was jointly answered by 4%. Almost two-thirds of the respondents identified themselves as European or Pakeha, 7% as Maori, and 3% as Pacific Island. One in twelve described themselves only as 'New Zealander', and 10% did not answer this question. The ethnic proportions of those who responded are similar to the New Zealand population as a whole for Maori and Pacific Island; and lower for Pakeha/European (63% compared with 84%).

However, of the parent sample as a whole, European New Zealanders - as indicated by first and surnames of children - had a higher rate of response than Maori or Pacific Island people. Anticipating that this could be the case, the option was considered of gathering information from Maori and Pacific Island parents through the more culturally appropriate means of group discussions rather than questionnaires. Lack of resources and time unfortunately ruled out this more preferable option.

Parents from integrated schools, from those in small towns, or schools with rolls between 100 - 200, and rural areas are also slightly under-represented in the responses compared to the school characteristics of the total parent sample. Otherwise, the rates of response are similar for different sized schools of all types in different locations.

There was little difference in the response rates of parents from schools located in different socio-economic areas. Parental occupations of the overall sample were not available to allow comparison of respondents with the sample. The socio-economic status of the parents who took part in the survey has on the surface lower representations of semi-skilled and clerical workers than the national profile, but most of the paid work of women classified here as homemakers/ part time in paid work is in fact semi-skilled or clerical.

Figure 6
Socio-Economic Status Of Parents

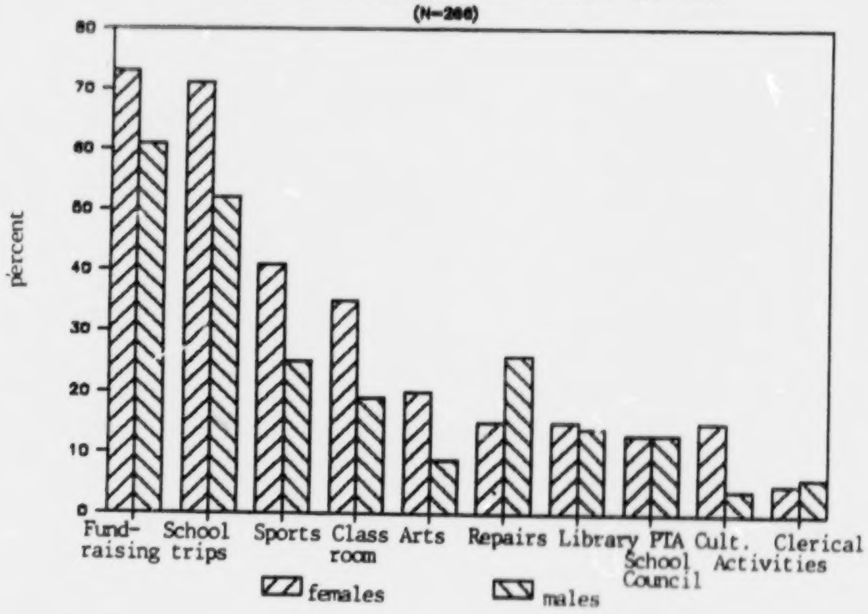


2. PARENTS' INVOLVEMENT WITH THEIR CHILD'S SCHOOL

The *Tomorrow's Schools* changes aim to extend the range of parent involvement in schools. Parents were asked what involvement they had so a picture could be gained of the present level of parental support. (c)

Only 14% of the parents who responded said they had no involvement in their child's school. Sixteen percent marked one activity, 49% marked between two and four, and 20% took part in five or more school activities.

Figure 7
Parents' involvement in Child's School
(N=266)



Other assistance given to schools included school crossing duties, organising lunches, giving religious instruction, and staffing an answerphone roster to check absent children.

Lack of time was the main reason given by parents, particularly men, for not taking part in school activities. (o) Preferring to let the school get on with the job, however, was the reason for 6%. Other reasons included not being asked (only 3% of the total sample), wanting some training for working with the school, and feeling uncomfortable in the school (2%).

On the whole, parents whose youngest children are in forms one and two reported considerably less involvement in the school's activities than others. (43% compared with 73% for junior and standards classes.) This was particularly marked in the areas of classroom involvement, sports, repairs and maintenance, arts and crafts and cultural activities. One reason for the decline may be that it is more likely with children of this age that both parents will be engaged in paid work during the day.

Women had a higher level of involvement than men overall. Men gave more help with school maintenance - but in contrast to expectations based on traditional roles, women helped more with sports, and both gave similar help with clerical and accounts work, in the library, and on the PTA/school council.

3. PARENTS' CONTACT WITH TEACHERS, PRINCIPALS AND TRUSTEES

What forms did parents' contact with their child's school take before the *Tomorrow's Schools* changes? Were parents satisfied with that degree of contact?

Parents were asked whether they felt they had enough contact with their youngest child's teacher, the school principal, and the school's board of trustees. Four-fifths felt that they had enough contact with their child's teacher, and 87% were satisfied with their level of contact with the school's principal.

Tomorrow's Schools envisages parent involvement in the development of school policy. Most contact reported by the parents in this survey was either social, or related to their own child.

Table 17

Parents' Contact with their Youngest Child's Teacher
and School Principal (N=266)

Contact	Teacher	Principal
Talk about child's work/child	79	45
Talk about child's written report	73	20
Greeting when I take child to school	69	61
Informal talk at school functions	54	58
Informal talk on school trips	48	31
Help in classroom	28	not asked
Talk about school policy	25	35
Teacher has visited our home socially	6	4
No contact	4	11

Parents with children in the standards and forms had less contact with their children's teacher than did parents whose children are in the junior school, with the exception of discussion of their child's written reports. Size of school and parents' occupation did not make noticeable differences in the levels of contact.

Parents at rural schools were the most satisfied with the contact they have with teachers, though their level of satisfaction regarding contact with principal was the same as that of parents at urban schools.

The parents who felt they did not have enough contact with their child's teacher have in fact a lower rate of contact than others, apart from discussions of their child's written report, and a lower rate of involvement in the school. This indicates the importance of the informal chats and greetings with teachers that are possible when parents can bring their children to school or help out. However, a quarter (12) of those who were not satisfied with the contact they had with their child's teacher felt they lacked the necessary time. Suggestions made by others (o) focused mainly on desires for better communication or more approachable teachers (16), and for joint work to improve their child's learning (12). Other suggestions were for contact out of school hours and more social functions.

A few suggestions for increasing contact were made by the 10% who would like more contact with their school's principal. (o) Their main theme was increased social contact.

Table 18

Parents' Contact with School's Board of Trustees (N=266)

Contact	%
Receive Board of Trustees newsletter	69
Talk with individual Trustees about school policy	40
Take part in working bees/fundraising with Trustees	38
Took part in school charter working group	26
Attended Board of Trustees meeting	20
No contact	19
Talked with individual Trustee about my child's work	12

These replies (c) indicate parents in the survey were slightly more likely to talk about school policy with trustees than teachers or principal.

The proportion of parents who felt they do not have enough contact with their school's Board of trustees is 28%. Overall contact and satisfaction with the Board of Trustees is 28%. Overall contact and satisfaction with the amount of contact decreased slightly with increases in the roll of schools. Rural parents had more contact in working bees and discussed their own children more with trustees; otherwise there were no differences related to school location. Full-time parents had a slightly higher rate of contact with trustees than those in paid work.

Over half of those who wanted more contact with their school trustees simply wanted regular feedback; newsletters were often mentioned. (o) A few mentioned their own lack of time or other commitments. Other suggestions for increasing contact with the school's board of trustees were changing meeting times, circulating agendas in advance, and personal initiation of contact by trustees. Some representative comments follow:

> *I'd like more information about spending the grant and how parents can help with children's education.*
>
> *There's a need for small group discussions to discuss the changes taking place.*
>
> *I'm shy and the only Maori at meetings.*
>
> *The Board of Trustees is unsure of its function because of lack of direction from the Department of Education.*
>
> *I'd like regular public meetings and ease of access to trustees - they're too busy with other commitments.*

Maybe parents don't always know best. Facts and figures are important, and trustees are like accountants.

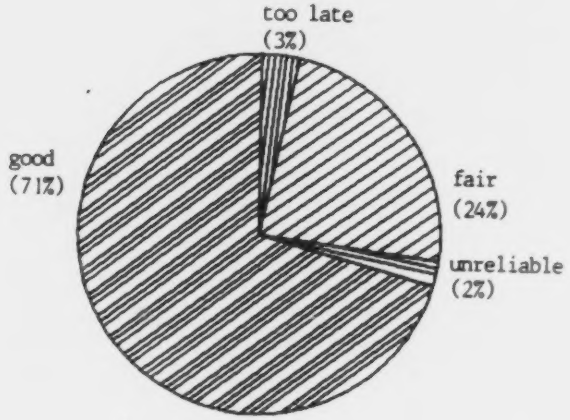
At this stage (September-October 1989) only a third of the parents had seen a draft of their school's charter. About half said their charter was not ready; a quarter did not know how to get a copy of the charter, and 10% were not interested in seeing it. (c) Others said they not yet had time to see it, or ask about it. About two-fifths of the parents in total seemed unclear about whether the charter was ready, or how they would get hold of it, indicating some gap in communication between Boards of Trustees and parents at the time of the survey.

4. *PARENTS' SATISFACTION WITH THE INFORMATION THEY RECEIVE FROM THEIR CHILD'S SCHOOL*

In their dealings with people at their child's school, did parents feel they have the information they want? Almost four-fifths felt they had. Urban parents were slightly more likely to want more information, as were parents in schools with rolls between 200 and 300. Gender and ethnicity did not make a difference here. Those who sought more information wanted it in relation to school policies and programmes, allocation of resources, the meaning and effects of the *Tomorrow's schools* changes, the draft charter for the school, the role of Trustees, and staffing decisions (o).

Access to information was linked to satisfaction with it: parents who were not satisfied were three times as likely to describe their access to information as only fair or too late to act on (c).

Figure 8
Access To Information About The School



Most of the parents (73%) were also satisfied with the information in their childs written progress report. There was less satisfaction amongst parents in schools with 200 or more pupils, and in urban areas; and satisfaction was greater at the junior end of the school.

The majority of those who were not satisfied would prefer more specific descriptions of their child's achievement, or written comments rather than numerical grades; 16 preferred numerical grades or a ranking of their child's progress in comparison to others in the class. The preference for more specific descriptions rather than numerical grades concurs with the reporting methods of the new primary school progress records which are due to be used in all primary schools from 1990.

5. WHAT PARENTS VALUE ABOUT THEIR CHILD'S SCHOOL

As with trustees, parents were asked to describe in their own words the three things about their child's school which they valued most. (o) Only 21 parents did not reply to this question. Most (65%) mentioned three aspects, with 22% mentioning two, and 6% one aspect only.

Table 19

Aspects of School valued by Parents (N = 266)

Aspect	%
Quality of teaching/child's needs met	88
Caring atmosphere	13
Parents welcome at school	6
Community support for school	6
Child loves going to school	5
School close to home/convenient	4
Wide range of activities available	4
Children are well behaved	4
Small classes	3
No comment	8

Other aspects mentioned by less than 3% included the encouragement of parents to be active in their children's learning, the fact that children came from different cultures, the quality of sport, the Christian values at the school (not only at integrated schools), the quality of provision in music and art, and in Maori language and culture.

Some representative comments here:

> *Good teaching aids and teachers, usually very approachable if a problem occurs.*
>
> *The school tries very hard to involve the parents in many aspects of school life.*
>
> *Trying to bring out the best in each child. Every child has a talent in something. A sense of fair play.*
>
> *Warm, caring atmosphere; as far as possible they try to accommodate individual children's needs; the ability of teachers to teach well in spite of large classes.*

Being made to feel welcome in the school and classrooms; friendly staff and principal; caring teachers.

There's not a great deal that can be said, but the conscientious teachers are doing their best under a trying situation of change. They don't know what direction they are going or what is happening.

General tidiness of school.

A keen principal; a teacher who keeps discipline well, e.g. set homework written in notebook for us to sign, and keen to do more than the basic syllabus.

Openness of principal; open school policy; sensitivity to children's needs.

Good discipline; the children are encouraged to play and work in groups; good equipment.

We have an excellent teaching staff; their willingness to always discuss; my grandson is always so happy.

Interesting activity in learning; all the teachers at the school are always interested in the children's health and wellbeing.

The standard of the teachers; the information about activities etc that come via the newsletters; the facilities available at the school e.g. covered swimming pool, soft surfaces underneath high play equipment, afterschool care available for children of working parents.

The promptness in the way teachers have picked up a child's learning difficulty, and gotten on top of the problem straight away, and later in the year, checked the problem to make sure it hasn't re-occurred; the way I can open up to some teachers about problems concerning my child and know that something will be done about it; the school's concern for the children and the children's well-being.

Just over half of the parents in the survey (56%) said they would like to change something about their child's school. The range of what they would like to change is wide, and there is no one aspect which stands out, indicating no widespread dissatisfaction with any aspect of primary or intermediate schooling at this time. Forty-four percent mentioned one aspect only, 32% two, and the remaining 23% three aspects.

Table 20

Aspects of their Child's school that Parents would like to Change
N=133 (% calculated on total sample)

Aspect	%
Smaller classes/better teacher:child ratio	15
Better provision for specified group	9
Better discipline/behaviour	7
More emphasis on basics	7
Improve buildings/facilities	5
Less fundraising by parents	4
Good quality teachers	4
Wider range of sports	4
Change the principal	4
Improve relations/communication between parents and teachers	4
More Maori language/culture/staff	3

Also mentioned by a few parents each were stable staffing, computers, updating teaching materials and equipment, improved school transport, a greater emphasis on health education, making the school programme more exciting, having less Maori language and culture, inclusion of environmental education, less or no health education in schools, hiring more male teachers to provide a role model in schools, more friendly interschool competition, less competition, no teaching through computers or videos, and no zoning.

When it comes to parents' priorities in the budget, resources and buildings dominated the picture. (o)

Table 21

Parents' Priorities for their Child's School Budget
(N=207; % calculated on total sample)

Priority Area	%
Good educational materials/resources	24
School maintenance	20
Good teachers/pay for teachers	13
Books/reading material	9
Sports equipment	8
Specialist help/teacher support	6
Computers	6
More staff/smaller classes	6

A small number (4%) also expressed concern here about the adequacy of funding for their child's school.

There appears to be a discrepancy between the value parents placed on the quality of teaching at their child's school, and the priority they gave it for budget purposes. Perhaps this is because they thought that teachers' salaries lay beyond the scope of decisions at the school level.

6. WHAT EFFECTS WILL ***TOMORROW'S SCHOOLS*** *HAVE?*

The majority of parents do not anticipate any major changes in their child's school as a result of the *Tomorrow's Schools* reforms.

Table 22

Parents' Views of Likely Changes in their Child's School
(N=257, % calculated on total sample)

Change	Yes(%)	No(%)	Not Sure(%)
Relations between parents & school governing body	36	26	39
Relations between parents & teachers	29	43	29
Relations between principal & teachers	26	33	40
Way teachers teach	23	38	39
What teachers teach	21	39	40
Relations between teachers	20	34	46

A third (N= 90) of the survey participants commented on likely changes in teaching methods.(o) Thirty-two of these made positive comments about the present teaching in their school; 21 expressed fears that changes would be made because of budget constraints. Seventeen saw changes occurring if parents and the school's Board of Trustees wanted them. The remainder thought there could be changes if teachers' jobs became more competitive, hoped that teachers in their school would modernise their style, or felt that any changes in teaching style would remain the decision of individual teachers.

On the issue of changes in what teachers taught, 101 parents made comments. (o) Just over half of these saw the possibility of negative change, particularly if there were budget problems, and in what could be judged non-core curriculum areas. There was also some fear that changes could come because of pressure from some parents. Positive expectations of community and charter direction were expressed by just over a quarter of those who made comments. Other hopes were that the curriculum would become more bicultural, and that teaching at their child's school would become more up to date. A few felt that local variations would be minimised because of the national curriculum.

Comments were made by 110 on changes in the relations between parents and teachers. (o) Thirty-three parents expected to be more involved themselves in school life; 32 to have more control in relation to teachers. Twenty-five parents expressed hopes that present relations would not change. Improved communication was also mentioned by a few.

Most comments on relationships between parents and their school's Board of Trustees (N=103) reflected an expectation that these would become closer. (o) Twenty-nine saw this closeness in terms of increased power for parents; others thought that decisions would be quicker and more appropriate for the school(25) Fourteen simply noted that they were happy with their present relations with the Board. However, just under a quarter (23) expressed hopes that they would be approached by their Board (indicating that they saw a gap here), or expressed fears of personality or value conflicts. A further 5% thought that the need to fundraise from parents would drive a wedge between parents and trustees.

Just over two-thirds of the 86 comments on changes in relationships between principal and teachers expected them to be distanced because of increased principal and teacher workload, the new role of principal as employer, and the principal's accountability to his or her employers, the Board of Trustees. (o) Only two parents took the opposite view that the changes should improve comunication between principal and teachers. Thirteen made positive comments here about their school's principal.

The view that the changes could have a negative impact was strongest in the comments on relations between teachers.(o) Almost all the 80 parents commenting feared increased competition between teachers, or deterioration in the good relations they saw now.

Survey participants were asked to note any other important area of school life which could change. (o) Fifty-four parents did so. Here the concern with funding became even more marked. (24) So too did fears that the equity aims of the *Tomorrow's Schools* changes could be under threat (6) - as well as evidence of some parents who have yet to be convinced of the value of those aims (7).

Funding is again to the fore in the final comments which parents made on the changes.

Table 23

Parents' Views of the Changes
(N=182, % calculated on total sample)

View	%
Will cost parents more	28
Negative comment on impact/outcome of changes	17
Happening too quickly/needs more support	11
Will increase already heavy demands on parents	7
Negative comment about local control	7
Additional costs for rural/small schools	4
Hope Board of Trustees is balanced	3
Parents should become more involved (positive)	3
Power gone to Board of Trustees rather than parents	3
Positive comment on impact/outcome of changes	2

Two-thirds of the parents chose to make additional comments. It should be of concern to the policymakers that their views of the reforms in education are almost all negative.

Some representative comments:

> *Worried that other things will slide because of the strain of balancing the budget. Increased fundraising will completely alienate the school from parents. Parents can accept just so much; I like the idea of being able to have a say in the appointment of teachers, but yet I would hate to see a pressure group take over.*
>
> *The Government has cut the funding of the education and health areas to make their books look good when they are lowering our education and health standards, which run hand in hand. They are just passing the buck back to the schools and want parents to pay much more for the things we need to educate our children.*
>
> *It appears to me that it's a continuation of this Government's user pays for less results. The money allocated to run Tomorrow's Schools will fall way short of the mark, and parents will be the ones making up the shortfall in the form of fundraising, increased fees etc. At the end of the day, more children will be less equipped to enter the workforce.*
>
> *Teaching is a gift and good teachers give more than just their knowledge - they give of themselves and their time and often money - if our schools become a business, this will change.*
>
> *I only hope that our particular school - which I believe to be one of the best in [name of city] is not changed too much - but that other schools are able to achieve the same amount of confidence in them by parents. One feature of our school which every new teacher comments on is the level of support by parents for every event the school is involved in. Parents are essential.*
>
> *Being a Maori parent, I think the emphasis being put on bicultural education is an excellent idea.*
>
> *The public relations aspect of funding has been a disaster. Funding itself may yet be a disaster. Information has been very slow from the Department.*
>
> *While the old system was imperfect, the Tomorrow's Schools policies will make individual schools more insular, with the gulf between the haves and have-nots widening. Lack of funding could result in a whole generation of children getting an inferior education - this is self perpetuating.*
>
> *We find the new system hard to follow. We don't have enough information about the Tomorrow's school. The school should introduce the members of our Board of Trustees in person.*
>
> *I am keeping an open mind on the changes. However, I was lucky enough to be associated with a caring school which was suiting our requirements and perhaps now the added pressures of administration will detract from the excellent work with children.*

3 - PRINCIPALS

1. RESPONSE

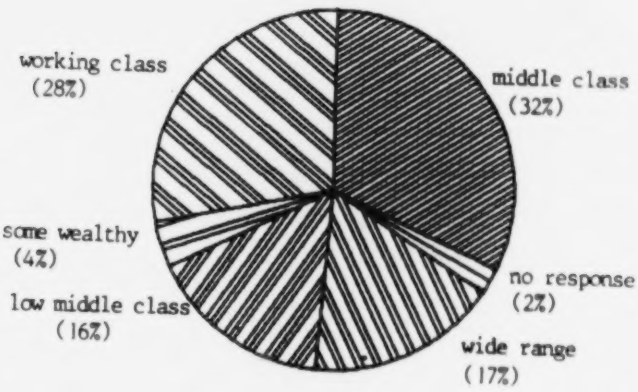
Despite their high workload during the time of the survey, 75% (174) of the 239 principals in our survey returned our questionnaires - which were rather lengthy ones at that. Contributing schools and schools with rolls between 200 and 300 are slightly under-represented in the responses, which are otherwise close to the proportions of the overall sample.

Principals were asked for information about the school and its staff, as well as their own experiences and views.

Social characteristics of the schools and their staff

School charters will contain a description of the school in terms of the socio-economic and ethnic characteristics of its pupils and surrounding community. Principals were asked for these descriptions (o).

Figure 9
SocioEconomic Status of School



Pakeha/European pupils were the majority on seventy-four percent of the schools'rolls; 14% of the schools had pupils in substantial numbers from Pakeha/European, Maori and Pacific Island backgrounds and 8% of the schools were predominantly Maori.

Principals were also asked to supply a description of staff gender and ethnicity.

The majority of the principals responding to the survey were men (78%), a reversal of the proportions of male and female for scale A teachers. There were slightly fewer men amongst deputy principals (62%); and the proportions are almost reversed at the levels of assistant principal (25% male) and senior teacher (32% male). Intermediates and schools with rolls of 300 or more had much lower levels of women at senior levels. Integrated schools had a slightly higher proportion of women principals and deputy principals; rural schools gave more opportunity to women at these levels also, but not at the assistant principal level.

Nine-tenths of the principals are European in ethnic origin; 4% Maori (compared to 7% in our teacher responses), and 1% Samoan. The picture is much the same for deputy principals (93% European, 4% Maori) assistant principals (94% European, 2% Maori). If deputy and assistant principal positions are necessary steps to becoming a principal, then the low numbers of Maori, and near absence of Pacific Island people at these levels, if this sample is representative of principals' ethnicity,[1] are unlikely to improve their opportunities for becoming principals in the near future. The picture is somewhat brighter for Maori at the senior teacher level, where they make up 8%.

The vast majority of scale A teachers are women: 85%. Again, most are European, (88%). Maori at this level are 6% of the total. There are slightly more women amongst specialist, part time (59% of the schools employ permanent part-timers) and long term relieving staff (89%), and slightly fewer Maori (5%).

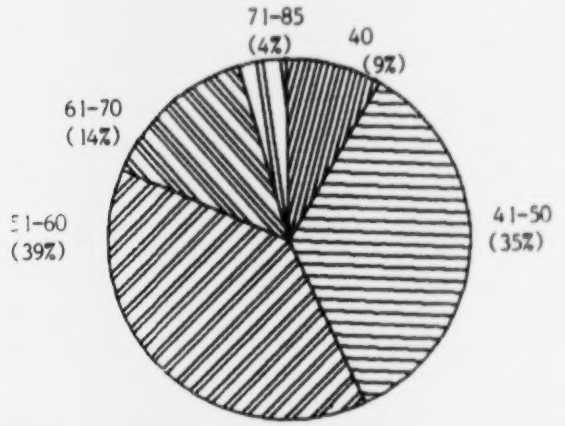
Ancillary staff, such as teachers aides, clerical staff, cleaners and caretakers are also mainly women: 91%. Ethnic composition is similar to that of scale A teachers.

2. ASPECTS OF SCHOOL STAFFING

The work hours of Principals

Tomorrow's Schools located more decisionmaking and responsibility for use of resources at the school level. Effectively, this means more administrative work for principals and other staff. Most principals found that they had to work long hours to carry out this new role.

Figure 10
Principals' working hours per week



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[1] There are at present no data on teachers' ethnicity, though the Ministry of Education is to carry out a comprehensive national survey on the ethnic identification of all school staff in late 1990.

Almost all the principals (92%) were working more than a 40 hour week at the time of the survey. In September-October 1989, the full impact of the changes had yet to be felt at school level, and it is likely that principals are now working longer hours than shown here. Moreover, some principals (at least 8%) did not include meetings such as board of trustees, PTA and parent consultation in their estimate of their work hours.

Teaching principals - 59% of the sample - and those who found their numbers of ancillary staff inadequate, worked 61 or more hours more often than other principals. Characteristics of schools which were also related to these long hours were urban or rural location (rather than small cities and large towns), schools between 35 and 200, state schools, and schools whose pupils are mainly working class in origin. Principals in schools with some 1:20 staffing (31% of the respondents) were less likely to work 61 or more hours than others.

Comments made on the hours worked (by 107 principals) noted an increased workload with the *Tomorrow's Schools* changes (40%), and variations in workload, with some particularly heavy weeks (22%). Other comments noted work done at home and on weekends, and 6% noted that they had had to cut back their hours because of stress on themselves or their family, or that they were looking for other work.

Ancillary staff

Twenty-six percent of the principals had no clerical assistance to help with the increase in administrative tasks. Most clerical staff in schools, like other ancillary staff, also worked part-time.

Figure 11
Positions of Ancillary Staff

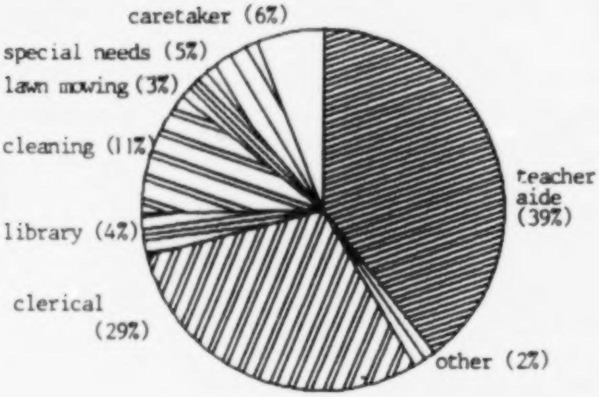
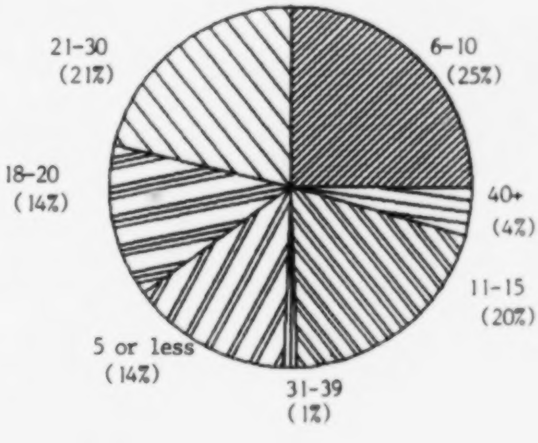


Figure 12
Hours P/W for Ancillary Staff



Just over three-fifths (62%) found their ancillary staffing was not enough.

Adequacy of numbers of Teachers in a school

There was less dissatisfaction with the number of teaching staff available, but 40% of principals felt their school needed more teachers. Location and size are the school characteristics that have the most impact: principals of schools in urban areas, intermediates and those with rolls of 200 or more are more likely to find their staffing inadequate. But adequacy of staffing was not related to other characteristics such as socio-economic background of students.

Just over a quarter of the principals reported difficulty finding suitable teachers for their school.

Principals at rural schools were twice as likely to have problems as their counterparts at urban schools, but those in small towns had the highest rate of difficulties (61%) relative to a school's location. Schools in working class areas and those with 30% or more Maori enrolment also had comparatively high rates of problems (45% and 63% respectively).

Change of teaching staff in schools and classes over the year

Only 24% of the principals said their school had no changes of staff in 1988. The main reasons (o) for staff leaving schools were :

Table 24

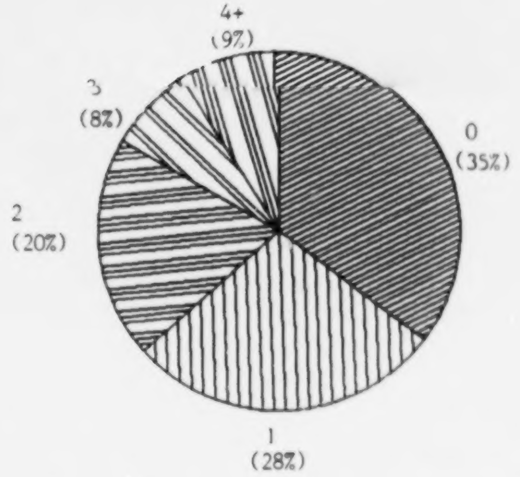
Reasons for Teachers Leaving Schools in 1988 (N=174)

Reason	%
Promotion	23
New position	20
Travel	13
Maternity	12
Retirement	11
School downgraded	11
Change career	7

Other reasons included family reasons, marriage, stress, and study. There was one dismissal. The rate of teachers leaving in rural areas (44%) was four times that for teachers at schools in urban areas, and twice that for small towns. It was as high for teachers in the schools with rolls below 100 (55% for schools with rolls below 35, and 46% for schools 35-99). Rural areas are also those which have the most difficulty in finding suitable teachers. Besides adequate housing and incentive allowances to attract teachers to rural areas, these data on teachers' reasons for leaving schools would suggest that advice on appointment procedure might need targeting to rural and smaller schools and their boards.

Change of teacher during the year was one of the factors found by the London Junior School Study to negatively affect pupil progress. How often do classes change teachers in New Zealand primary and intermediate schools?

Figure 13
Classes Changing Teacher Per School



Rural schools, intermediates, schools with rolls below 35, and above 300, and those with 30% or more Maori enrolment had fewer classes with no change of teacher during the school year.

Use of relievers

All but four schools had used relief staff in 1988, with half using 5 or fewer. Rural schools and schools with fewer than 8% Maori pupils on their rolls used fewer relievers than others; intermediates more than primary schools, and schools with rolls between 200 and 300 more than other sized schools. Schools with rolls of less than 100 use fewer than larger schools.

Two fifths of the principals reported at least one day in the year without sufficient staff to cover all classes. Half of these lacked relief staff to cover classes for five days or more. Schools with teaching principals had fewer days without relief staff, though they also had slightly more difficulty finding relief staff. If it is the principal who is providing the cover when needed, their capacity to do so may be eroded by their greater administrative duties under *Tomorrow's Schools*. Intermediates, schools serving working class and low-middle income families, and schools with 30% or more Maori pupils also had more days without relief staff than other schools.

The schools that had the most difficulty finding relief staff were those in small towns, and those with 30% or more Maori enrolment. Schools serving middle-class families had fewer difficulties than those serving mixed, working class, or low-middle income areas.

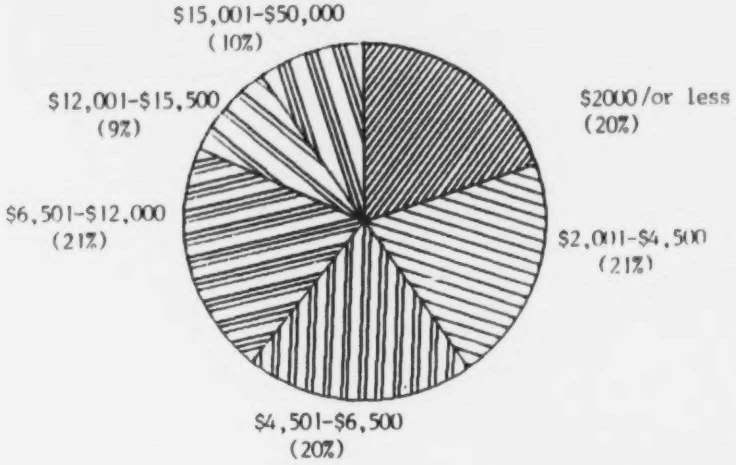
3. INTERNAL RESOURCES AVAILABLE TO SCHOOLS

The change to more localised decisionmaking and school based funding formulae may mean changes in the resources available to and used by different schools. Resources for schools come in various forms: money raised by the school community and/or teachers, the quality of its accommodation, equipment and materials, and the participation and help from parents and others.

Funds from the school community

Trustees, parents and teachers all expressed fears in this survey that locally raised funds would be called on even more in the future, and might have to be increased with the new funding formulae for schools. Indeed, many schools did raise their fees substantially in 1990. How much were schools able to raise with their own effort in the financial year 1988-1989?

Figure 14
Locally Raised Funds Per School



[illegible] schools raised money in several ways, with some differences mainly relating to the socio-economic characteristics of the school's parents. Fundraising was the most frequent source of local funds.

Table 25

Source of Schools' Locally Raised Funds 1988 - 1989 (N=174)

Source	**%**
Fundraising	**94**
School Fees	**55**
***Donations*[2]**	**43**
Hireage of Facilities	**30**
Investments	**18**

Other sources included school lunch schemes (5%), calf rearing schemes (2%), and pupils' work (2%).

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[2] The term `donation' overlaps with `school fees': a later question about the existence of school donation/fees gave a total of 66% schools with them.

School fees ranged from $2 - $160 per pupil, and $5 - $99 per family.

School fees per pupil 1989 (N=100)

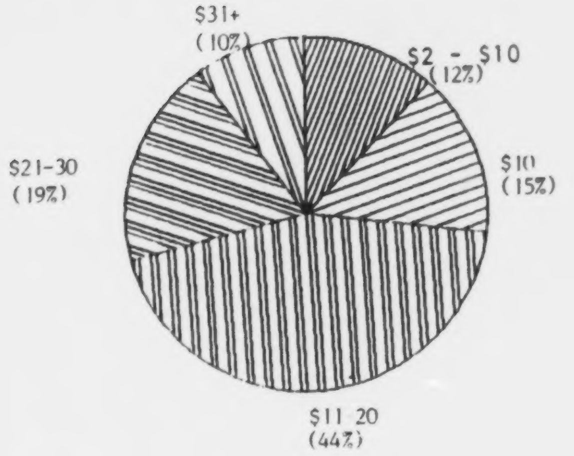

Figure 15
School Fees Per Pupil 1989

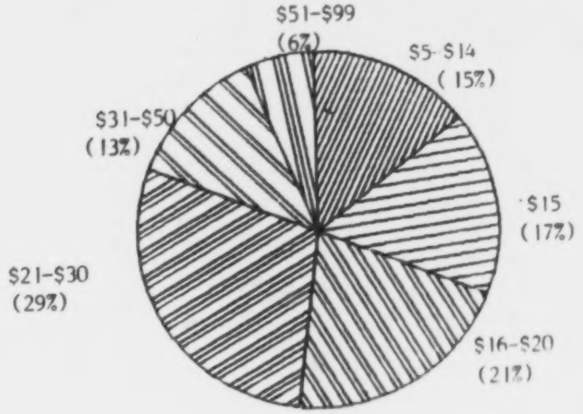

Figure 16
School Fees Per Family 1989

All of the intermediates had school fees. They were less common in rural and integrated schools, and their incidence increased with the size of school. Schools with working class pupils were less likely to have school fees than schools drawing on other socio-economic communities.

Integrated schools had fewer fees over $20 than state schools. Schools with rolls under 100 had less over $20 also than schools with higher rolls (highest was schools with rolls between 200 and 300), and schools in low income areas.

Fifty-three percent of the schools had parents who did not pay fees. This ranged from one-tenth or less of parents in 23% of schools to over half the parents in 10% of the schools. Non-payment was lowest in schools with a largely middle class intake and below 8% Maori enrolment.

Fundraising ocurred universally, in much the same proportions in different kinds of schools.

The school characteristics most associated with hireage of facilities as a source of revenue were urban location, state ownership, larger size (particularly marked in schools 300 or more), 30% or more Maori enrolment, and if the school was an intermediate. Schools serving middle class communities hired out their facilities less frequently than others.

School size increased the frequency of donations (other than school fees) as a source of income, but donations as a source of local funds occured less frequently in schools in working class and low-middle areas than other areas.

Integrated schools had no investments. Schools in urban and rural areas had a higher frequency of investment than those in small cities and large towns, though not for schools with rolls between 100 - 200, or those whose pupils were mainly from low - middle income families.

While there were differences in the sources of locally raised funds, it was only for sums above $12,000 that school characteristics made a difference in the amount raised. As one might expect, size played a part: there were more schools with rolls over 200 raising over $12,000 than smaller schools; and intermediates, usually larger than primary schools, were more prominent in this income bracket. Socio-economic status and percentage of Maori enrolment did not, however, make a substantial difference. At the same time, the pattern of income for these schools and those in low income areas relied more on fundraising than in other schools. If locally raised funds assume more importance for school resources, a vital question for the future will be whether the fundraising effort of people in these schools can be extended still further, or whether in fact schools in these communities are already achieving the maximum possible income from their areas.

Individual parents also paid for their children's participation in various school activities (c). The category 'classroom materials' may cover both pupils' stationery and teaching resources. More principals at intermediates and schools in low income areas reported parents paying for classroom materials than at other schools.

Table 26

Parental payment for children's school activities (N=174)

Activity	%
School trips/camps	95
Class outings	89
Visiting performers	86
Sports trips	73
Manual training	30
Classroom materials	23
Music tuition	21

What was the locally raised money spent on?

Table 27

Ten Major Spending Items for Locally Raised Funds 1988-1989 (N=174)

Items	%
Computer/software	58
Sports equipment/uniforms	40
Teaching resources	38
Library	37
Books/reading resources	34
Audio-visual equipment	34
Photocopier	26
Grounds/maintenance	24
Building amenities, e.g. airconditioning, shelving	21
Playground items	13

The varied pattern shows a response to individual school needs and the priorities of those involved in the school. A quarter of these items (teaching resources, reading resources, grounds/maintenance) may well be those which the Department was expected to supply 'free' to schools, indicating that schools felt their needs outstripped Departmental provision, and that funding for schools before the *Tomorrow's Schools* changes was not covering all school needs.

Adequacy of schools' buildings

Principals were asked to comment about the adequacy of their school's accommodation. Sometimes statements were qualified - for example, that classrooms were adequate, but could be more spacious. (Total percentages for each area therefore can be more than 100%)

Table 28

Adequacy of Schools' Accommodation (N=174)

Facility	Very good %	Adequate %	Fair %	Poor %	Lack space %
Library	22	44	8	11	12
Sports facilities	18	44	15	18	6
Classrooms	17	44	23	17	10
Swimming pool	12	33	9	10	5
Administrative space	10	28	13	28	33
Resource rooms	8	26	9	21	17
Hall	8	14	7	6	3
Specialist rooms	-	8	3	3	1
Marae	1	1	-	-	-

Quite a number of schools did not have some of the facilities mentioned here. Few had maraes, and many primary schools lacked specialist and resource rooms. Swimming pools were not universal. Community or church facilities provided 11% of schools with hall space, and several schools also used community facilities for their marae, swimming or sports. Four schools noted that their swimming pools were costly to maintain. Few schools had a separate space for staff training, and those that did were mainly using currently spare or unused rooms.

Principals' judgements of the adequacy of their facilities are in line with the large maintenance and building needs which were identified when trustees and school staff prepared asset registers for their schools at the end of 1989. The Minister of Education has apparently recognized this by earmarking the surplus funding from the sale of Telecom for this purpose.

What about school equipment?

Table 29

Adequacy of Schools' Equipment and Materials (N=174)

Type of Equipment	very good %	adequate %	fair %	poor %
Musical	47	9	25	20
Art & craft	17	67	9	5
Physical education	16	59	18	13
Audio-visual	15	51	17	14
Computers	12	18	20	25
Books & classroom materials	10	52	16	20
Science	6	64	15	13

Here the picture is somewhat better than for facilities and accommodation, but still of concern, given that schools were already using locally raised funds to supplement their supply from the Department of Education. Eighteen percent of the schools had no computer.

Vandalism

How big a problem for the schools was vandalism in 1989? It is noteworthy that only 12% of the principals reported no vandalism at all; sixty-five percent was described as relatively small (including graffiti and minor thefts); 31% reported broken windows, and 6% of the principals described the vandalism at their school as major.(o) Schools in cities had higher rates of vandalism than others.

Help from Parents

The partnership between school staff and the school's local community aimed for in the *Tomorrow's Schools* changes implies for many an interest in increasing the degree of parent involvement in their children's school(s). What involvement do parents have already? Principals were asked to describe the areas where parents and others helped in the school, the degree of parental support for school events, and give their own judgement of whether or not the overall level of parent support for the school was satisfactory.

Parents' contributions of time and energy

The wide variety of work done by parents in the areas of maintenance and building again shows the different needs of individual schools.

Table 30

Schools receiving Time Coantributions from Parents (N=174)

Task	%
Book repair/library work	44
Playground/fences/seating	42
Gardening	32
Clean pool/building exteriors	26
General maintenance	25
Painting	16
Minor building repairs	13
Minor equipment repairs	12
Making classroom equipment	6

Other voluntary work done by parents included concreting, laying gravel, supplying wood, and organising the distribution of lunches. Fifteen percent mentioned working bees as a form of help; it is likely that this was the method of parent help used for the specified areas in the table above.

Parents also helped in classrooms in many schools, chiefly with reading.

Table 31

Schools receiving Help from Parents in Classroom Work (N=174)

Activity	%
Reading	64
Making resources/mending/typing pupils'work	23
Writing	18
Developmental activities	14
Art	17

Parents also helped with projects, taha Maori, bilingual lessons, and ESL (English as a Second Language) children. Just under half the schools (45%) gave parents some training for their classroom work. This was mainly in the form of instructions from teachers and a preliminary session; a few also included an observation lesson and written material.

Attendance at school events was high at 43% of the schools; and low in only 16%. Others noted variations related to the kind of event, and for a few schools, whether or not the parents' child was taking part in the event.

Three quarters (76%) of the principals in the survey felt that the level of parent support for their school was satisfactory. The main problem identified in getting parent help was parental employment. A few noted that it was hard to get new people involved, that some parents lacked confidence, and that it was hard to get parents to meetings. Five felt that because they were not trained teachers, parents did not have a role in the classroom.

Contributions of time and energy from others in the community, and teachers

Most (75%) also had voluntary help from people who were not parents of children attending the school. They helped with reading, the library, supervision, gave talks, and assisted with lunch schemes and fundraising. Almost two-thirds of the principals (65%) are satisfied with the amount of this help.

Teachers also gave time outside their class hours, mainly for sports, music, and clubs, but also for fundraising.

Support services for schools

Advisers and inspectors were the main source of information and advice for teacher training and school development (for 45-50% of the schools). Between a fifth and a quarter of schools also used one or more of these sources for teacher training: the school's own teachers, other teachers, Colleges of Education, and the Department of Education's psychological services. A similar pattern obtained for school development, but with the Colleges of Education and the psychological service dropping back to 11% each. NZEI was used by 12% for teacher training and 9% for school development.

For communication with parents, the main sources of advice were reported as the school's own teachers, visiting teachers, and the psychological service (between 20-25%). Other sources were public health nurses and inspectors (12% each), the Department of Social Welfare (10%) and other parents (9%).

Few principals reported seeking advice on equity issues: where they have, their main sources were advisers (8%), NZEI (5%), Maori teachers (5%), and parents, Colleges of Education and the Department of Education (each 3%).

Seventy-one percent used the psychological services for help with individual children's problems; visiting teachers helped 35% of the schools, public health nurses 28%, the school's own staff 22%, and the Department of Social Welfare 20%. Some help was also sought from advisers (14%) and parents (13%).

Education Boards and advisers had been the main source of information about art and craft materials; at this stage of the changes, only two schools were using local commercial firms. Education Boards had also provided much of the information to schools about building maintenance (68%). Parents (9%), local commercial firms (18%) and the Board of Trustees or, earlier, School Committee (5%) had also played a part.

Most of the educational services continue to be available without charge to the school, but several are under review (e.g. advisers, who are now based with Colleges of Education). Restructuring elsewhere in the public service may affect the availability and cost of other sources of advice and information to schools, such as public health nurses. The pattern for 1990 use may well reflect schools' financial ability to employ such services as much as their need for such services.

Principals' training 1988-1989

All principals were to receive training on the *Tomorrow's Schools* changes. However, 32% of those answering this survey had yet to do so. Besides general training on the changes, 28% of the principals studied particular curriculum subjects, 17% undertook management training, 6% training in computers, 6% on equity issues, and 4% on budgeting. Most of this training (87%) was in the principal's own time, outside school hours.

Almost four-fifths would like further training for the *Tomorrow's Schools* changes. The topics they nominated centred round their new responsibilities, and the development of the school's charter.

Table 32

Principals' Priorities for their Training
Related to the *Tomorrow's Schools* Changes (N=174)

Area	%
Budgeting	30
Management/administration	27
Personnel issues, e.g. appointments	21
Charter development/consultation	19
Accounting	18
Staff appraisal	15
Equity	6
Time/stress management	6

Most principals (80%) also wanted their staff to have some training related to the changes. (In this survey, only 18% of teachers reported some inservice training on the *Tomorrow's Schools* changes.) Principals' training priorities for teachers emphasized their relations with parents, accountability, and assessment.

Table 33

Principals' Priorities for Teacher Training
on the *Tomorrow's Schools* changes (N=174)

Area	%
Charter development/consultation	35
Accountability/employment aspects	26
Assessment & evaluation	14
Budgeting	10
Incorporation of equity/charter provisions into teaching	9
Administration	9
Staff appraisal	8
Particular curriculum areas	6

4. SCHOOL DECISIONMAKING

A key to the *Tomorrow's schools* changes is devolved decisionmaking, and the involvement of teachers in areas of decisionmaking which affect their work, such as budget allocation. As the central figures in their schools, principals were asked who currently took part in decisionmaking on different aspects of school life. (o). Few decisions were made by one or even two parties.

Table 34

Principals' Perception of Parties Involved in School Decisionmaking
1989 (N=165)

Area	Principal %	Senior staff %	All teachers %	Other staff %	BoT %	parents %	pupils %	others %
Budget allocation	91	32	74	20	95	26	8	6
Design school buildings	63	17	60	14	68	32	14	20
Furnishings, decoration	74	19	76	13	72	31	21	15
School organisation	91	37	86	17	33	18	17	2
Curriculum	92	32	94	9	35	31	14	2
School policy on assessment	92	39	87	9	39	25	8	3
School policy on discipline	93	32	86	10	56	35	16	2
Allocation of teachers to classes	95	44	54	6	8	3	0	2

Principals' perception of teachers' involvement in decisionmaking accords with teachers' own reports, though principals were not asked, as teachers were, about the degree of people's involvement in decisionmaking. The distinction in the *Tomorrow's Schools* reforms between professional and Board spheres shows itself in the kinds of decisions which were made mainly by staff, particularly school organisation and allocation of teachers to classes. The levels of Board involvement in policy decisions may reflect their preoccupation at the time of the survey with budgets and the more general ground covered by school charters. The different levels of Board of Trustees' involvement in the policies on discipline and assessment may reflect greater parental interest in the former, perhaps also an area where parents are more confident or experienced than assessment. It is interesting that, in principals' perceptions, parents other than trustees are involved in some decisionmaking, and that pupils have an input in some schools.

The London Junior School Study (*op cit*) found that formal communication channels between pupils and staff, such as school councils, were positively associated with overall pupil achievement. Twenty-three percent of the principals (40) reported that their school had a school council for pupils. Only a third of these have representation from all levels of the school. Just under half the councils (18) met once a week, four fortnightly, ten monthly, and the others when needed. Thirty percent of the school councils were involved in fundraising as well as communication.

What changes did principals expect in their school's decisionmaking processes? (o)

A quarter felt that after the 1 October changeover date, when Boards fully assumed their roles, there would be no change, and another 22% were unsure. Those who thought there would be change made these comments:

Table 35

Principals' Comments on Changes to School's Decisionmaking Processes after 1 October 1989 (N=140)

Expectation	%
Greater partnership staff, Board, parents	24
More involvement of parents	23
Depends on role taken by Board	11
More democratic	10
More by Board, less by staff/principal	10
Take longer because of consultation	8

The School Charter and the School Scheme

All but two of the schools had a school scheme setting out programmes and guiding principles. School schemes were largely for use by school staff and the Department of Education. It was mainly a professional document: parents were involved in the development of school schemes in only 13% of schools. It was used mainly within the school, as answers on its availability show:

Table 36

Availability of School Scheme (N=174)

Group	%
All teaching staff	98
School committee/Board	46
Nonteaching staff	41
Parents	32

It was also available to inspectors and advisers. Several principals also mentioned that it had been available to community groups and the general public, if they were interested.

The school scheme, therefore, was quite a different matter from the charter, which is to be developed with parents, made available to them and the public, and be used as the basis for the Education Review Office's evaluation of a school's performance. The charter is the key document in the school's accountability to the Ministry of Education for its use of public funds, and its acountability to its local community for reflecting its particular interests.

Principals were therefore asked who had taken part in the formation of their school's charter (c).

Table 37

Contributors to Development of School Charters as at Sept-Oct 1989 (N=174)

Contributors	%
All teaching staff	95
Parents	91
Board	86
Nonteaching staff	49
School advisers	26

Community groups had helped 8% of schools, and a few principals mentioned help from early childhood education and Maori groups.

Policies for different groups of children

Principals were also asked about the existence of policies for different groups of children, since this was an area to be addressed in school charters.

How many schools had such policies before the changes?

Table 38

Existence of Policies for Particular Groups of Children (N=174)

Group /Policy	Schools with policy %
Gifted	44
Mainstreaming	43
Maori	31
English as a Second Language	28
Pacific Island	9

It appears that on the whole such policies are new territory for schools. In the light of fears expressed by some that policies to improve the learning of socially disadvantaged groups, particularly Maori, have diverted attention from individual learning needs, it is interesting to see that in fact it is the special needs children at both ends of the academic spectrum who have so far had more attention paid to them.

School characteristics play a part here: both for Maori and Pacific Island students, the likelihood of a specific policy addressing their needs was greater where the percentage of Maori students in the school was above 15%. Size, socioeconomic origin of children, and location also made a difference: schools with less than 35 pupils were less likely than others to have policies for these two groups, as were those with mainly middle class parents, and rural schools. Fewer rural schools had policies for gifted children either; the frequency of policies for this group increased steadily with school size. But there were no differences associated with the social class or ethnic mix of school communities for the existence of policies for gifted children. Intermediates were more likely to have policies for all the groups than other schools.

Discipline policy

We also asked about existing discipline policies, since this is an area which is most liable to public comment and parental views. Sixty-eight percent of schools used a self esteem programme, behaviour modification strategies, such as contracts between pupils and staff, or pupil and pupil, and referral to senior teachers or the principal. Detention was used by 31%, cleaning duties by 26%, extra homework by 5%. Corporal punishment was still used by 15% of the schools.

There are some differences related to school characteristics, mainly for the punitive side of discipline. Cleaning duties as punishment were less used in the smallest and biggest schools. Detention was twice as likely in intermediates as in primary schools, increased with size of school, percentage of Maori enrolment, and was lowest in middle class schools. Extra homework as a punishment occured least in urban and integrated schools, more in schools in middle class areas compared to those in other socio-economic areas, and more in primary than intermediate schools. Rural and small towns have higher rates of corporal punishment than urban schools, as do middle class schools compared with schools serving other socio-economic areas and it is lower in schools with less than 8% Maori pupils on the roll than in those with percentages above this.

It would appear from these variations that discipline policy has reflected local community values, even where these differ from the allowed national policy. (The use of corporal punishment has been banned in schools.)

More than half the principals (54%) expected the school's policies for discipline, assessment and the learning needs of different groups of pupils to remain unchanged by the *Tomorrow's Schools* changes. There were few comments made by those who thought change in one of these areas was likely. Twelve saw change in policies for specified groups of pupils; the same number saw more responsibility put on parents in the area of discipline. Seven thought parents would want corporal punishment, while five thought corporal punishment in their school would now be phased out. Eight saw more standardised testing, while by contrast four saw more individualised assessment.

5. THE EFFECT OF THE REFORMS

Principals do see more change in store for their schools than do teachers, trustees or parents; this was particularly notable in the realm of the classroom. Just over half also see large changes to their job satisfaction. Otherwise, their expectations of the changes are similar to the other groups surveyed.

Table 39

Principals' Views of Likely Changes in their School (N=174)

Change	None %	Small %	Large %
Principal's job satisfaction	11	29	54
What teachers teach	22	67	10
The way teachers teach	26	57	16
Principal's relations with parents	36	44	20
Principal's relations with staff	40	45	15
Relations between teachers	47	36	15

Principals of rural schools, small schools and teaching principals predicted less change than others in the way teachers teach; those at intermediates, most.(o) Comments here showed principals' awareness that community views and values could influence this. They ranged from the view that `we meet community needs already' (16%), `the board/community will decide this' (13%), through to an expectation of more record keeping and assessment of classroom programmes (8%), with a few expressing fears of competition between teachers (5%) and formality or narrowness (4%).

> *I believe our school was already doing most of the things* Tomorrow's Schools *advocates.*
>
> *Even more consultation and involvement of parents.*
>
> *The school has already encouraged parent participation - activity in the classroom. It may cause a review of assessment procedures within the classes.*
>
> *From our recent survey 95% of our parents are happy with the way their children are taught.*
>
> *Accommodations to community desires; more aware of equity issues in school.*
>
> *Largely an administrative change - budget constraints may affect teaching approaches.*
>
> *No effect - though teachers will be looking over their shoulders a lot!*
>
> *I worry that teachers might narrow their teaching to do just what they think parents will approve of rather than what the children need, e.g. no developmental work.*

Principals of intermediates, of schools with rolls over 300, or those with more than 30% Maori enrolment were more likely to see large changes to what teachers teach than principals in other schools; while principals from schools with pupils from a middle class background expected less change than schools with pupils from other socio-economic backgrounds. (o)

Comments here echoed those on the way teachers taught: showing again a high awareness that any changes would come from Board or community priorities. (o) A few also noted here their expectations of more Maori in the school curriculum, and others, the existence of a national curriculum which set curriculum parameters.

Some representative comments:

> *Small changes as a result of parents' consultation, but basically thus far they are extremely supportive.*
>
> *Feedback shows our programmes reflect to a high degree the aspirations and expectations of our parents, so I don't expect any major changes in content at this stage.*
>
> *There is excellent liaison between BoT and staff - often, supportive, ongoing.*
>
> *Depends on the pressure groups within the community and their influence on the BoT; the ethnic make-up of the community.*
>
> *Some aspects may be written into charter, but generally national guidelines will be followed.*
>
> *Basically none, because we must all teach from national curriculum guidelines.*
>
> *In writing the programme of work for 1990 some of the children's and parents' ideas will be incorporated.*
>
> *To teach Maori in our district could be most unwise if you wish to stay on side.*
>
> *Need to improve Maori language and culture teaching, and other areas hardwired into the charter.*

In the area of working relations between principal and staff, principals at intermediates and larger schools (200 or more), and schools with more than 30% Maori enrolment again expected more change than those at other schools. (o) Teaching principals expected less, but those who did were more likely to mention a growing sense of isolation.

The main reason given for change was because of the principal's new accountability for staff performance (20%). Heavy workload and contracts of employment were also mentioned. Some noted that their staff were supportive of them, given their workload, a few that staff had become more involved in decisionmaking. Others felt more isolated from other staff.

> *No change, I hope. Hope it will strengthen our working relations. We will need one another more than ever.*
>
> *Too early to tell, but the capacity to appoint staff must give greater power to a Principal. This is a change in current relationships.*
>
> *With principal as general manager occupying a more responsible position relationships could be a little more cautious.*

> *Roles and jobs will be more clearly specified.*
>
> *I will be more office bound and have less contact with staff or quality control input.*
>
> *Has always been close teamwork, sharing/support, and staff will strive to preserve this.*
>
> *I hope none; I fear a large change. If I am forced to crack the whip rather than be a colleague and a professional leader, I and many others will seek other employment.*
>
> *Less collegial - more isolation.*
>
> *I hope I have already set a participatory decisionmaking style - consensus.*

Relations between teachers is another area where intermediate principals saw more change than others; otherwise, school characteristics do not seem associated with differences in principals' views.(o) Female principals saw slightly more change here than their male counterparts, though gender was not related to notable differences in principals' views on change in the way or what teachers taught, principal's relations with staff or parents.

Twenty-one percent of the principals in the survey commented that relations would become competitive; 14% noted the supportive or sharing nature of existing staff relations. Principals who anticipated large changes were more likely to feel that relations between teachers would become more competitive and less supportive.

> *No change, unless they're scrambling for jobs.*
>
> *No change in this school. Already I see less willingness with some other teachers I'm in contact with to be quite so forthcoming. If an overseas habit I noticed takes on there will be less willingness to share ideas with others, especially if the teacher is seeking promotion.*
>
> *This depends on any competiveness created by "accountability".*
>
> *Hopefully cooperation between staff existing now will continue.*
>
> *May well become more collegial and involved in each other's professional development as a result of clearly spelt out areas of responsibility in job descriptions.*
>
> *Concern that there will be lack of interaction due to looking after own self.*

School characteristics did not play a role in principals' views of changes in their relationship with the school's parents. The main comment was that there should be more parental support and interest in the school (22%). Others noted more frequent consultation with parents, a more open relationship. The other side of the changing coin was that a few found parents too demanding, or felt negative about the changes they saw.

> *Already positive with the ones who visit. Hopefully more will "test the water" and visit us.*

> *Once an effective consultation model is in place, I expect far greater sharing of ideas and attitudes regarding our school.*
>
> *Parents believe they are going to have more say and are coming forward.*
>
> *To date no noticeable change. Parents apathetic about* Tomorrows Schools.
>
> *I don't think this will change much. We already have good relationships with parents. Some may become more involved in the school; many cannot because of other commitments.*
>
> *I do feel more vulnerable.*
>
> *More frequent parent/teacher professional exchanges re progress and curriculum.*
>
> *I don't know. Parents seem to be very supportive of staff in this school and worried about what the changes are likely to do to them.*

Views about changes to principal's job satisfaction were also spread evenly across different kinds of school, with a slightly higher proportion of principals in state schools expecting large change than their peers in integrated schools.

Sixteen percent of the principals expect their job satisfaction to improve; another 8% think it could if certain conditions (eg adequate funding for their school, principal's release time) are met. But the majority fear a change for the worse. The workload has cut back job satisfaction for 25%, and the exchange of teaching for administration for another 22%. Those who expect large changes in their job satisfaction were more likely to note loss of job satisfaction and loss of teaching practice than others. Isolation and pressure dogged 7%.

The loss of job satisfaction reported here is worrying, particularly if principals are no longer able to combine the teaching which is clearly fundamental to many - and which still remains expected of them - with the larger administrative role which the *Tomorrow's Schools* changes have given them; or if the workload during the first phase of implementation does not diminish.

> *The extra administrative work is likely to make me change occupation. Decision depends on funding as I don't want to be constantly worried about funding and fundraising to the detriment of my teaching.*
>
> *If it means less contact with children, then the answer will be LARGE.*
>
> *The additional workload. At present I'm a teaching principal with a class of 26, a school to administer, and now a BoT which continually looks for guidance.*
>
> *I used to enjoy running a small efficient school, and teaching at the same time. There are so many non-productive burdens heaped on to me that I want to resign.*
>
> *Depends upon how much time is involved in administration at the expense of the children.*

> *I am spending a lot of time on things I have no training in and not much interest. Piles of paperwork and lots of confusing gobbledegook. I want to work with teachers and children and I am being prevented from doing this.*
>
> *Currently, little sense of achievement.*
>
> *Far greater stress and anxiety. Less satisfaction in the job because of many unrealistic demands - too much pressure from target dates etc. Accountability being magnified out of proportion. Personalities and local gripes coming more to the fore - FORGOTTEN are the children.*
>
> *It should be wonderful with the decisionmaking in the local community, but because of totally inadequate funding I will have far too much to do.*
>
> *It may be more stressful at times than when the community was kept at arms length, but I welcome the changes and accept them.*
>
> *It will eliminate a lot of procedural frustrations and delays which have occurred in the past. More control over day to day running and more effective administration of resources.*
>
> *More say in matters affecting the school and selection of staff, which will be good; though offset by more worry over budgetary matters.*

Just over three-quarters (77%) thought there would be other changes to their school.

Table 40

Other Effects to School Mentioned by Principals (N=125)

Effect	%
Lack of funding creating other problems	28
Increase in principals work hours	21
Unrealistic expectations of parents	16
Negative effects on children	12
Higher parent interest/involvement	11
Better relationships between staff, Board, parents	6
Loss of collegial relationship with other schools	4

A selection of typical comments:

> *Slower, more deliberate policymaking while lines of communication are still being established.*
>
> *Greater awareness by staff that the school is not "ours" (staff). It is OURS (community).*

> *A different feeling - of being in charge, together, of what we're doing. A positive effect on morale.*
> *Qs*
> *I doubt that small schools will be able to "buy" necessary expertise.. I fear pressures on teachers may not make the school the same happy place where pupils and parents like to come.*
>
> *Teachers will have more input into the allocation of resources - a major plus.*
>
> *More stress will be placed on teaching staff and many who are not strong teachers will have far too much pressure placed on them by BoTs and parents, more than most deserve, as they have different standards for assessing teachers than the professionals.*
>
> *Greater teacher/principal dissatisfaction with job - why should we have to face this extra stress? is the statement heard a lot. Fewer staff interested in promotion or senior teacher positions: "not worth the hassles". The accountability aspect is not financially rewarding.*

Table 41

Principals' Views of the Implementation of *Tomorrow's Schools*
(N=174) (o)

View	%
Too rapid	47
Concern about funding	25
Lack of information	24
Changes too wide-ranging/needed piloting	14
Workload too high	14
Confusing/changing information	11
Too little training	9
Too much information - paper war	9
Government has misinformed parents	8
Negative comment on equity aspects	5

The pace of change was the major criticism here, even from principals who were otherwise enthusiastic about the changes.

> *I think the haste and the waste have been negative influences on a good idea.*
>
> *Pace of change is too rapid, and has left many people, within school and community, alienated or insecure.*
>
> Tomorrow's Schools *has been implemented with undue haste. I feel not enough thought and consideration has been given to many aspects - particularly the training of Board members and Principals. More thought might have been given to the Caldwell and Spinks model. I know other models are available. Schools should have had the opportunity to listen to alternatives and consider what best met their needs.*

Many babies went out with the bathwater. Too much too soon, and without attention to working detail. Many effects as yet undetermined. We don't seem to mention the children as much as we used to.

I feel some BoT members have worked far too hard and feel responsible beyond the call of duty. My personal feeling is that the articulate people who voiced opinions during the year or so before Tomorrows Schools are not necessarily the ones who are doing the work.

Far too rushed. Written material by the truckload, very hard to follow and understand by ordinary people not living in Wellington.

Too fast. Not enough information - it's always "to follow". The sheer quantity of reading required by principals and BoT, but not enough set policy or statements. Too much expected of too few.

Budgeting was made unnecessarily difficult due to principal's lack of knowledge on what to budget for. It took an inordinate amount of time to collate lists of areas and items for which to budget. Very poorly organised. Time frames have not always been particularly realistic regarding consultation procedures.

Drip feeding of information only increased workload.

The expectation that parents and principals will/can carry out the functions of an education board - outside work and family hours...the parents involved are also those who run the cubs, brownies, sports clubs etc within the district - this is overwork/overkill!

Principals should have been compensated for all the additional work and time involved.

I don't feel teachers needed the changes made being implemented so hastily. We were positive and ready to play our part, but there was still a place for education boards. A huge workload was placed on principals and little recognition was given to them. The written material arriving is horrendous and is hard to cope with.

The process has been a little fast. It would appear that at first we had an idea, and decisions have and are still being made on the run. If we ran our schools the same way, imagine the problems.

Consultation, though time consuming, is most positive aspect. However, parents voice concern that the school won't be as effective as it has been. BoT members are finding the time commitment too great. No-one finds change easy, but a more gradual change with a longer time frame would have facilitated an easier transition. I would like to have seen pilot areas to clarify difficulties.

Table 42

Principals' Views of the Effects of *Tomorrows Schools* (N=146) (o)

View	%
Not enough funding for schools	21
Negative if outcome doesn't improve children's learning	19
Negative re cost of reforms, e.g. loss of experienced people	14
Concern about insufficient parental support	12
Negative about effects on teachers' working conditions	9
Negative about principal's changed role	7
Positive about challenge of reforms	6
Positive about parent involvement	6
Concern that staff development will suffer	3
Concern about difficulties for teachers if their views differ from school community	3

Principals in the survey made more positive comments (12%) compared to the other three groups in this survey. There is certainly support amongst them for some of the core principles of the changes: decisionmaking at the school level, and partnership with parents. However, they also have concerns about funding, and the work needed to make the changes and make the changes work, particularly from themselves and trustees. Disillusion on the part of principals and trustees at the lesser scope of their decisionmaking in reality than some may have expected or wanted is an issue, as are potential changes to the environment for teaching and learning. The pressures of the implementation process have also left their mark.

> *Parents already feel that they are not going to be able to do what the publicity said they would. They are already disillusioned. It would have been better to (a) purge education boards and central Department of Education, (b) give school committees more say in appointing staff and spending funds.*
>
> *Budget deficit may make communities annoyed. Further allocations of money to enable schools to function as before will not go down well with many. There will be less people in our community willing to take on Board of Trustee work.*
>
> *With good trustees, supportive parents and continued staff training, the prognosis is excellent.*
>
> *Transitory Boards of Trustees are expected to be responsible for long term budgeting - maintenance and development, often with minimal knowledge of the situation and varying degrees of ability and expertise. I predict a gradual run down of plant and equipment and escalating problems over the years in the area of general school management. To me it is a rather frightening scenario - I don't know whether the expectations of 1989 will be able to be sustained.*
>
> *A concern for the career pattern for primary teachers; a fear that BoT will appoint to principalships the deputy or a teacher known to them,*

and the traditional path of principals moving from small schools to larger ones will disappear.

Parents want evidence that the school is to become a better place than previously - more funding; not just a cost cutting exercise for the Government. I sense a greater reluctance for parents to stand for Boards of Trustees after the horrific workloads and meetings they have to contend with.

The educational structure did need changes, but I'm dubious about the so called benefits to children. If administration is going to take more of principals' time, of what benefit is that to children? I'm here to teach and teach well - that's what I've chosen.

You cannot touch administration without touching the professional side of teaching. Nothing is currently being done to improve the quality of teaching - support services are poor, equipment is poor, flexibility in staffing is inadequate; there are equity issues. Those who are directly involved have been poorly prepared. They do not fully understand the impact, their role, their goals. There is no understanding of how schools function.

..the absurd notion that more parents wish to be involved in the "self governing" schools concept. Many schools have ample parent participation in school affairs.

I have noticed parents have become less interested in the school lately. They are scared that if they turn up to meetings they could get too involved.

As a teaching principal I have found the implementation very time consuming. The release time provided has been invaluable. Teaching principals will need to have this continued to enable efficient management to proceed. Generally speaking, after routines and management procedures are fully established, I feel positive results will be seen from the changes.

In time the new system will work, and hopefully it will be more efficient, but it will work through the efforts and abilities of teachers, principals and parents. A much better and less traumatic result could have been obtained had a thorough efficiency study been done of the Education Department and boards and recommended changes implemented after careful trialling. I sincerely hope that any further changes on the part of the Government show more careful forward thinking and less kneejerk reacting to the unforeseen results of their actions.

4 - TEACHERS

1. RESPONSE

Seventy-five percent (414 of the sample of 556) completed questionnaires. Respondents came from 201 of the 228 schools in the teachers' sample. Partly because of the absence in this sample of sole charge schools (principals in those schools were sent the principals' questionnaire) teachers in rural schools and those with rolls under 100 are under-represented here (24% compared with 44% in the total sample for rural schools, and 21% compared with 43% for schools with less than 100 pupils.

Almost four-fifths of the sample were female (78%); the national figure for female primary teaching staff, excluding principals, is 82%. Two thirds described themselves as Pakeha/European, 7% Maori or Maori/European. Just over 1% came from Pacific Island cultures. A tenth described themselves only as New Zealanders, and another tenth chose not to answer this question. At present there is no national information on teachers' ethnicity.[1]

Just over half the respondents were in positions with responsibilities ranging from senior teacher to acting principal. Since the overall national percentage for such positions is 43% of primary and intermediate staff (excluding beginning teachers, relieving and part time teachers), basic scale teachers are somewhat underrepresented in the results of this survey. Years of teaching for those in the sample ranged from 1.5 years to 41: just over a third have taught 11 years or less; another third between 11 and 19 years, and the remaining third 20 to 41 years.

2. WHAT HAPPENS IN THE CLASSROOMS?

The effects of the *Tomorrow's Schools* changes could be far-reaching on classroom resources and organisation. The questionnaire for teachers therefore covered key aspects so that a baseline could be established against which to assess the degree of change in their work over the next few years.

A survey like this cannot hope to capture the complex processes of teaching and learning. But it can give us a broad picture of how activities are shaped, what resources are available, and what support teachers receive in their classroom work. Perhaps surprisingly, given the need for a national picture in informed policymaking, much of this material has not been recently gathered for primary schools and intermediates, or collated where it was available.

Numbers of children in each class

The picture from this survey is very similar to the latest national statistics, for 1988.[2] Class size was greater for the standard classes than classes in the junior school, and higher in forms 1 and 2 than in the standards. There were no major differences in class size related to school characteristics of location, size, percentage of Maori enrolment, or whether the school is state or integrated.

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[1] The Ministry of Education will, however, conduct a comprehensive survey in late 1990.

[2] Department of Education (1988) *Education Statistics of New Zealand*. The similarity here also indicates that the sample of respondents is representative of teachers as a whole.

However, most children were not taught in whole class groups. Ninety-seven percent of the teachers worked with children in their classes in smaller groups. Most of these groups averaged between 4 - 9 children.

Table 43

Use of Groups in Different Curriculum Areas (N=397)[3] (o)

Curriculum Area	%
Mathematics	84
Reading	82
Language/Writing/Spelling	46
Physical Education/Health	23
Social Studies/Science	20
Study topics/Electives	10
Music/Art/Technical	10

How are these groups formed? Most teachers use several factors to help them decide (c)

Table 44

Teachers' criteria for forming class groups (N=397)

Factor used	%
Child's ability level in curriculum area	84
Relationships between pupils	59
Child's general ability level	54
Random allocation	39
Child's interest in curriculum area	23
Date child entered class	11

Most of these factors are related to individual children's needs and achievements. Individual achievement also played a major role in how permanent the groups are, with very few groups staying the same for the whole year. Date of entry to class, relationships between pupils and random allocation were more commonly used in the junior school; the criterion of general ability level was more frequent in the standards than in either junior classes or forms 1 and 2. Otherwise the patterns of group formation were similar for the different school levels.

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[3] Some of the teachers in the survey are specialist teachers who do not cover all curriculum areas

Table 45

How Learning Groups Change (N=397)

Change in Group	%
Change as children make progress	92
Change as childrens relationships change	52
Change according to need/group purpose	28
Change each term	13
Stay the same for year	5

Two-thirds of the teachers also had children who were withdrawn from the main class for individual work. There was more withdrawal in forms 1 and 2 for extension work (individual programmes for children who are working beyond the general level of their class in a particular subject); otherwise the figures were similar for remedial work, psychological help, and help with physical disability (c). Although reading recovery is a policy designed for the junior school, it appears by the responses to this questionnaire that the term may also be used for other remedial reading programmes further up the school.

Table 46

Reasons for withdrawal of individual children (N=269)

Reason	forms 1&2 %	standard 1-4 %	juniors %
Reading Recovery	17	10	42
Remedial reading	54	50	23
Remedial work other subjects	17	22	14
Extension work	42	17	9
Psychological help	10	8	8
Help with physical disability	6	7	8

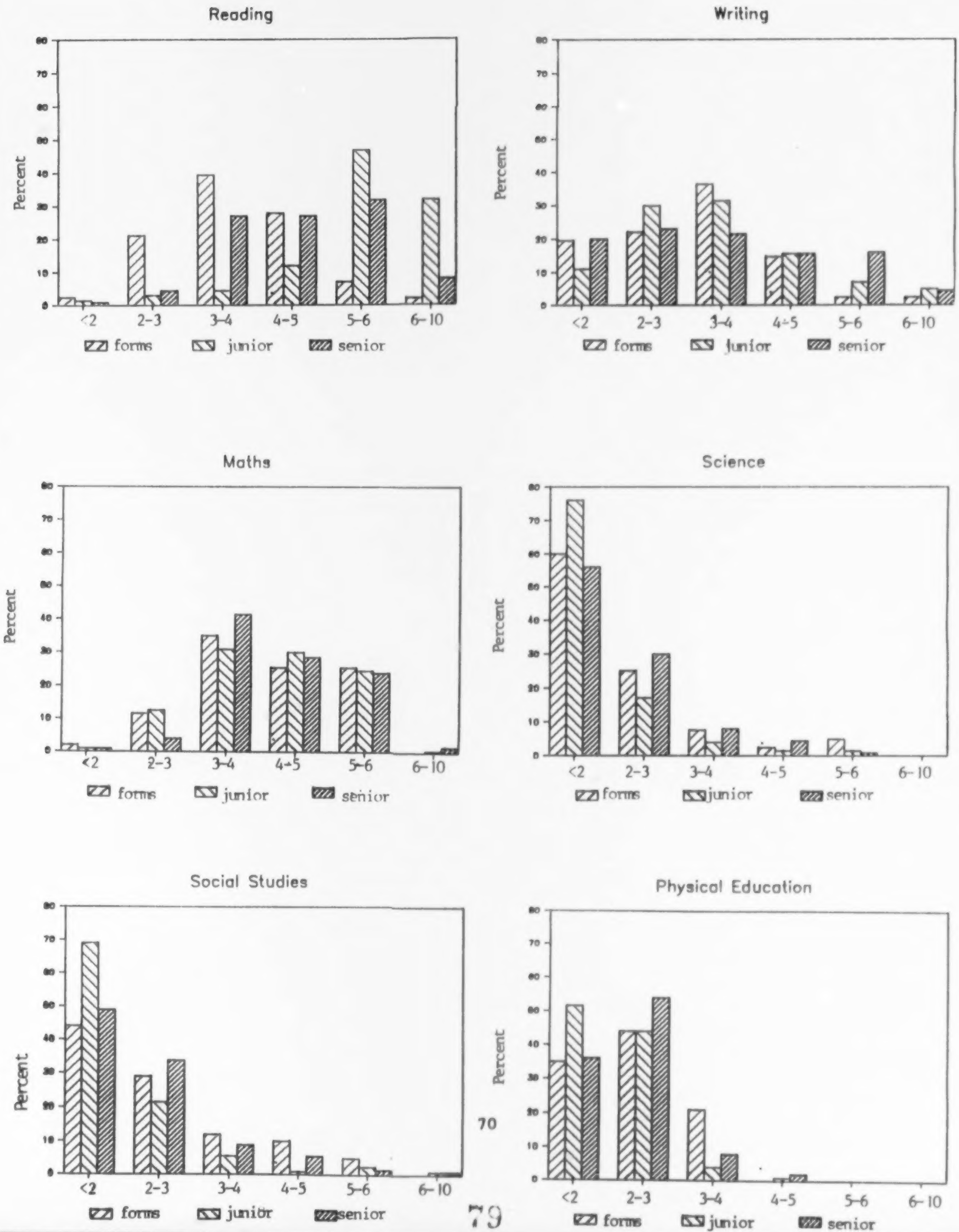
Fourteen percent of the teachers felt that they had children who responded negatively to their individual withdrawal from class. The main reason teachers gave is that these children would prefer not to be singled out.(o) Other reasons they gave included children preferring to stay with their age mates, and not liking the teacher who takes them for withdrawal, or the subject. Slightly more teachers (19%) have difficulties with withdrawal than children, and their main reason is their perception that the children are missing out on the class programme, with some concern about the extra work withdrawal creates for teachers(o).

Time spent on different curriculum areas

This varies with class level, but least for mathematics.

Figure 17

Approximate Hours per Week on Curriculum Areas



Most classes at all levels of the school received between one and two hours of art and craft a week, with junior classes more likely to receive slightly more than this than classes at other levels. Music fared slightly less well, with about three-tenths of forms 1 and 2 and the standards classs getting less than an hour a week. Health was covered in less than an hour a week for about a third of all the classes.

'Developmental' work, such as construction in different materials, role playing, painting, occured in 57% of junior classrooms, 21% of the standards, and 17% of form 1 and 2 classes, usually for 1 - 2 hours a week. 'Integrated' programmes where several curriculum strands are brought together, often in project work, took place in two-fifths of all classrooms, mostly for 2-3 hours a week. Health received an hour on average, more in forms 1 and 2 and standards 1 to 4 than in junior rooms.

From time to time there is concern in some quarters that the 'basics', usually meaning reading, writing and mathematics, are being neglected in New Zealand schools. In crude terms of the hours spent on these areas, as given here, and the inclusion of knowledge and skills from those areas being applied in other parts of the curriculum, that conclusion does not seem warranted.

Other curriculum areas teachers would like to include

Just under a fifth of the sample would like to include other topics and have not been able to. Teachers of students in forms 1 and 2 felt this more strongly than those teaching children in junior and standard classes. Maori was most prominent here. Drama, music, outdoor education, computers and media studies also featured. (o)

Just under half would like to spend more time on particular aspects of their school's existing curriculum. These areas vary widely from 'core' curriculum areas of writing, reading, mathematics, science and social studies, to art, music, and languages.(o) Lack of time was the main obstacle (mentioned by 34%); mentioned by a few were lack of resources (7%) and lack of teacher confidence or need for training (4%). Community pressure or resistance was mentioned by only two people.

3. RESOURCES FOR THE CLASSROOM

Do teachers have the resources they need for their classroom work? Half said they had - the other half said no. Where were the gaps for those who felt they did not have the resources they needed.

Table 47

Areas of Inadequate Resources for Teaching (N=197)

Area or Equipment	%
Mathematics equipment	24
Reading books	23
Audio/visual equipment	15
Library/reference books	9
Computer(s)	6
Tapes/videos/records	6
Teaching environment	5
Social/cultural studies	5
Musical instruments	4
Science materials	4

Other areas mentioned were art equipment and materials, physical education and sports equipment.

Almost all teachers made resources themselves for their classrooms (97%). 48% make two or three different kinds, and 44% four or more. Mathematics games topped the list of resources made by teachers, perhaps because of the cost of buying them, or their lack of availability.

Table 48

Resources made by teachers for use in their classrooms (N=385)

Resource	%
Mathematics games	61
Charts	43
Games/activity sheets	40
Reading material	34
Books	25
Language modules	10
Displays/artwork	8
Science materials	7

Other resources made by fewer than 7% included worksheets, material for social/cultural studies, overhead projector transparencies, audiotapes, computer programmes, furniture,and videotapes.

Teachers were asked to judge the adequacy of aspects of their school environment in relation to the learning needs of their pupils.

Table 49

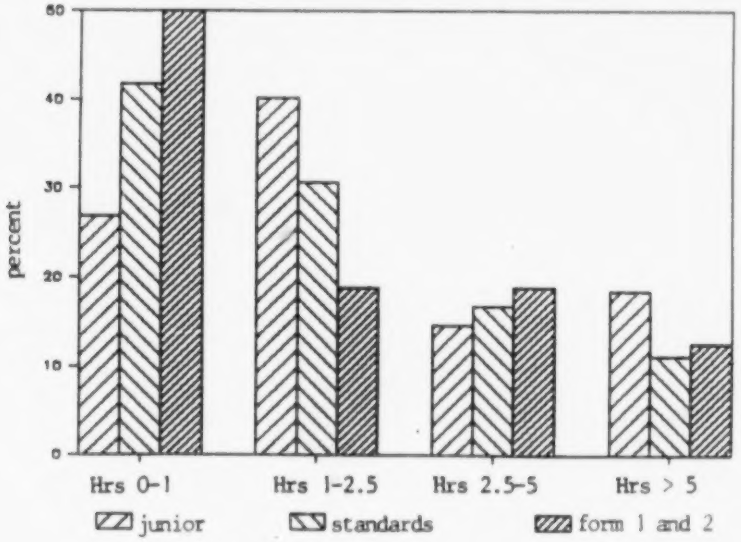
Teachers' Views of the Adequacy of their School Environment (N=413)

Area/equipment	adequate %	needs some adjustments %	needs major work %
Classroom	58	30	11
Classroom furniture	48	37	14
Recreational space	86	-	14
School library	56	32 (not enough books)	(not 19 enough space)

Help in the Classroom

Just over half the teachers (53%) had some ancillary help in their classroom; 61% had some help in the classroom from parents. Teachers of junior classes got slightly more ancillary help than those with other classes, had about twice the parent help available to teachers of forms 1 and 2, and slightly more than those teaching in the standards.

Figure 18
Hours of Ancillary Help



What form did ancillary help take?

Table 50

Work done by ancillary staff (N=414)	
Work	%
Help individuals with reading/language	32
Prepare classroom materials	21
Assist children with disabilities	13
Reading recovery/remedial reading	12
Assist with mathematics	12
Assist with writing	7
Assist with other curriculum area	4

Help from parents followed a similar form, but with less help in the specialised areas of working with children with disabilities and remedial reading. (c)

Table 51

Work Parents do (N=414)	
Area	%
Help children with language/reading	32
Prepare classroom materials	24
Assist with writing	15
Assist children with disabilities	4

Teachers in rural areas reported more parent help than those in urban areas. There was also more help for those in contributing primary schools compared to teachers in full primary schools, and teachers in junior classes got more parent help than their counterparts further up the school.

Just over half the teachers in the survey would like more help from parents. Those who currently had no help were only slightly more interested in receiving parent help than those who already worked with parents in the classroom. Teachers in schools in major urban areas were most interested in having more help, and interest increased with the size of the school.

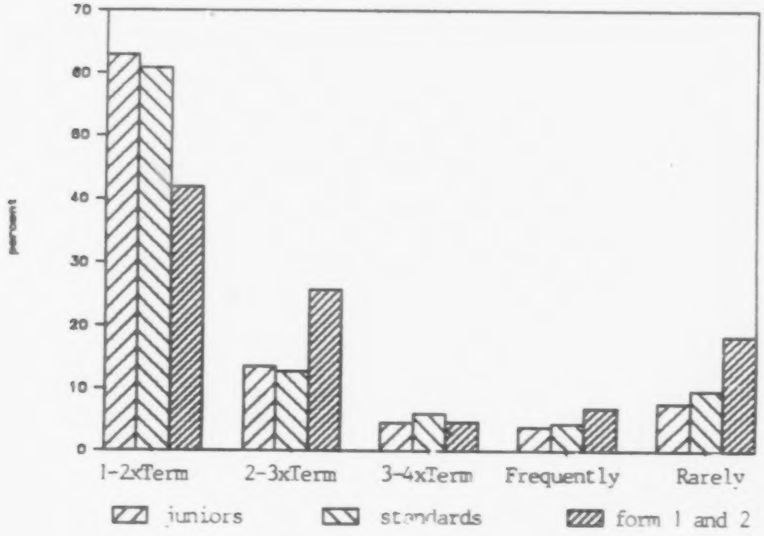
Given that working relations of professionals and volunteers in any field often have difficulties which need to be resolved, teachers were asked to identify any problems they had with parent involvement. (o) Overall, most teachers in the survey had a positive attitude to parent involvement in the classroom. Some noted the need to adequately brief or train parents before they helped in the classroom (8%). Twenty-three percent (94) had negative experiences or views of parent involvement. Some felt that parents' help was not necessary in the classroom (7%). Others observed that parent help was not always reliable (6%), that it could disturb children or the classroom (4%), that parents were not discreet in their discussions of childrens behaviour or progress and could make unfair comparisons (3%), and that parents could be too focussed on their own children (3%). Some of these latter comments indicate problems with parent help that seem resolvable.

Trips outside the school, and visitors inside

Two of the indicators of good quality schooling found in the London Junior School Study were outings and visitors to the class. There are no magical numbers; it is the stimuli and new perspectives which count, particularly if they are fed back into everyday school activities such as writing and project work. A survey like this cannot find out the extent of such feedback. But data on the number of outings and visitors should provide the opportunity to see whether these decrease or increase after the changes to educational administration and funding formulae come into effect.

Figure 19

Outings



School characteristics such as size and location did not make significant differences to the number of outings. Parents helped in almost all cases (98%). Most classes had visitors once or twice a term, with a third having more than this.

What topics did they cover? Topics outside the 'core' curriculum were prominent - but core areas such as reading were also covered.

Table 52

Topics Covered by Visitors (N=414)

Topic	%
Social/cultural studies	60
Health	55
Police/traffic/civil defence	23
Science/mathematics	23
Music/dance/drama/art & craft	14
Physical Education	6
Reading	5
Maori language/culture	4
Careers	4
Religious instruction	3

Information about Pupils

One resource for teachers is information about pupils coming into their class. Only one in ten teachers mentioned no source of information - a third of these were teachers of new entrant classes, and a sixth, specialist teachers. Most had at least two sources of information available to them, and two-thirds overall had material on pupils from both their home and the school.

Table 53

Sources of Teachers' Information on Pupils Entering their Class (N=414)

Source	%
Teacher's own classroom observations	73
Discussion with child's parents/caregivers	66
Child's attendance records	65
Achievement profile from previous teacher	63
Discussion with previous teacher	57
Tests carried out by the school	53

Other sources of information included written samples of work (13%), and information from the early childhood education centre attended by the child (5%). Teachers at intermediate schools had less information from discussions with the child's previous teacher than those working in primary schools.

Twenty-nine percent of the teachers would like more information on the children coming into their class.

Assessment in the Class

Most teachers used more than one form of assessment of children's work to check their progress and decide which groups in a class to place them in. They varied their assessment methods according to the use they wanted to make of the results.[4] The most frequent kinds of assessment were running records (mainly in reading, a form of analysing how well a child is reading a book at his/her achievement level), teacher observations, and curriculum checkpoints (these have been developed for mathematics, physical education, social studies and science). Work samples, the 6 year diagnostic survey (developed in the Reading Recovery programme), and Progressive Achievement Test (PATs), for the standards and forms 1 and 2 were also used. Other formal tests were not often used.

4. TEACHER DEVELOPMENT AND SUPPORT

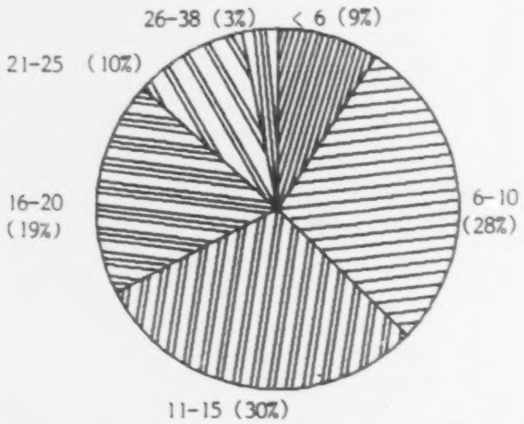
The London Junior School Study and other research has found that good quality schools allowed time for teacher development, and for non-teaching time when other work such as planning, updating curriculum knowledge and teaching skills, and analysing assessment records could be done. The *Tomorrow's Schools* reforms could have a marked impact on resources for teacher development, and on schools' patterns of advice and support from outside agencies and bodies.

In this survey, teachers were asked about their ongoing training, their non-teaching time, their work hours outside class hours, and who their main sources of information and advice were for different aspects of their work.

Work Outside Class Hours

Teachers are generally 'on deck', in their classrooms, in meetings, on playground patrol in breaks and lunchhours or taking school activities at lunch and after school for six to six and a half hours a day. Their work does not end there:

Figure 20: Teachers' Work Hours Per Week Outside Class Hours



[4] Teachers were asked to note the forms of assessment they used for nine different purposes. Their answers have been highly summarised here for the general reader.

Staff representatives on Boards of Trustees and teachers in positions of responsibility spent slightly longer hours on their work than others.

Though `teacher' and `classroom' often seem synonymous, the majority of teachers also carry out other tasks which contribute to the vitality and organisation of their schools.

Table 54

Teachers' School Responsibilities (N=414)

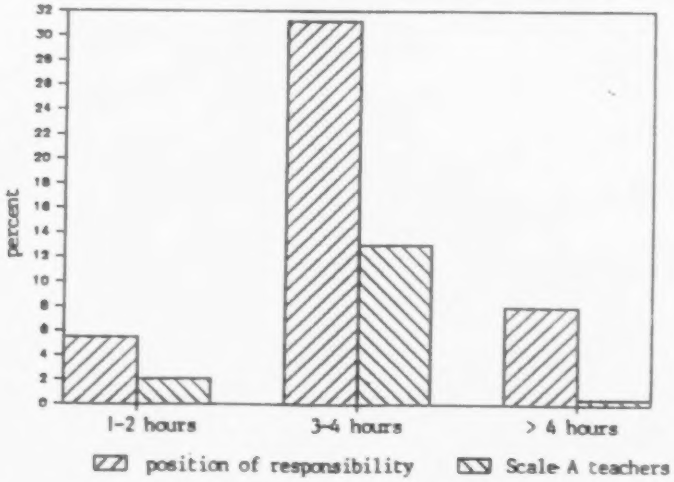
Responsibility	%
Specific Curriculum Area	87
Sports	44
Liaison with group of parents	37
School play/display day	31
Library	27
Health	24
Cultural Club	17
School choir/orchestra	16
School Newsletter	11

Teachers also mentioned responsibility for specific groups (e.g. girls, ethnic groups), Maori, outdoor education and fundraising.

Within class hours, only a third (35%) had regular non-teaching time. Teachers with positions of responsibility were twice as likely to have this time as others, and to have more of it. However, from the data in this survey, there appears to be little non-teaching time available in New Zealand primary and intermediate schools.

Figure 21

Regular Non Teaching Time Per Week



Non-teaching time was used for a range of purposes, and most teachers who had some mentioned at least three uses for this time:

Table 55

Teachers' Use of Non-teaching Time (N=414)

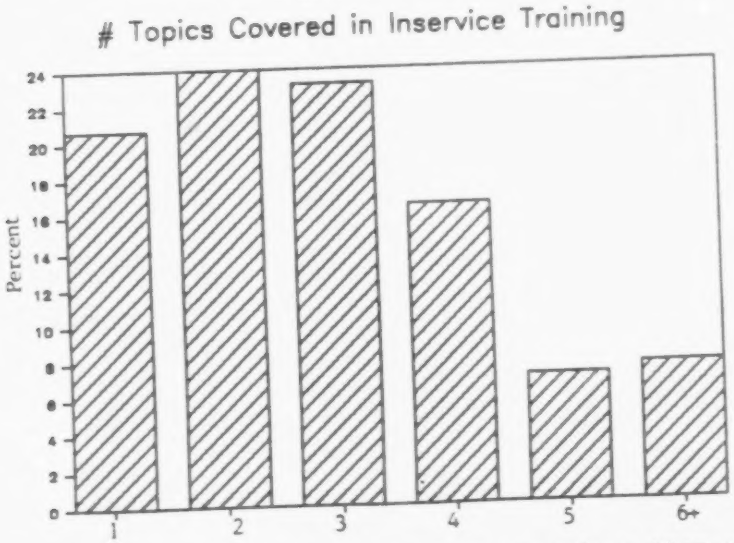
Use	%
Update pupil records	23
Prepare resources	23
Discuss work with other staff	19
Plan lessons	16
Tomorrow's Schools work	15
Talk with parents	11
Update teaching skills & knowledge	10
Observe other staff	9
Professional discussions with teachers from other school	7

It is interesting in the light of the initial recommendations of the working party on Assessment for Better Learning that updating pupil records was already a prime call on non-teaching time. If there are major changes to pupil assessment in the primary and intermediate schools that require more teacher time to process and analyse, will other uses of non-teaching time have to be cut back?

Teachers' ongoing staff development

Almost all teachers (99%) had some inservice training in the 12 months before our survey. The number of topics covered (o) varied from 1 to more than 9:

Figure 22



Topics covered were mainly curriculum areas. Just less than a fifth had had some inservice training (which could include staff meetings) on the *Tomorrow's Schools* changes.

Table 56

Topics Covered in Teachers' In-service training (N=414)

Topic	%
Mathematics	24
Reading	22
Art/Music/Drama	21
Health	18
Tomorrows Schools changes	18
Physical education/sports	17
Written language	14
Science	12
Assessment	10
Social/Cultural studies	10
Computers	8
Maori	5
Children's behaviour	5

Other topics studied by 3% or less were religious studies, the Treaty of Waitangi, children with special needs, communication, stress management and career development.

Teachers were asked for the three main areas they would like to cover in inservice training over the next 12 months (o), and who they would like this training from (o).

Table 57

Topics teachers would prefer for inservice training 1989-1990 (N=414)

Topic	%
Language/Writing	30
Mathematics	28
Reading	24
Music/Art/Drama	24
Science	22
Social Studies/Topics	20
PE/Sport	16
Computers	15
Leadership/School administration	14
Maori	10
Library Use/Information retrieval	7
Health	6
Learning needs of specific group of children (e.g. girls, gifted)	6
Child behaviour	6

Other topics desired (under 5%) were assessment, career related information, and outdoor education. At this stage of the *Tomorrow's Schools* changes, traditional curriculum areas were still most prominent. But there was more interest in science and technology, school management, and some of the equity issues addressed by the changes.

There are some differences related to teaching experience: teachers with less than two years teaching were more interested in computers, written language and career development than others, and less interested in further work on science, mathematics and health.

Table 58

Teachers' preferred sources and forms of inservice training (N=414)

Source/Form	%
Experienced or successful teachers	37
Advisers	36
Teacher only day	32
College of Education	7

Advisers and other teachers (or ex-teachers) have been a major source of inservice training for teachers, and their prominence here indicates that teachers would be happy if they continue to be available to schools.

A further two-fifths (42%) had also undertaken training in their own time in the previous twelve months, and much the same proportion intended to undertake studies in the next 12 months (39%). Teachers with positions of responsibility were more likely to do so than others.

Advice and Support

Most of the advice and support mentioned by teachers in relation to general teaching content and method comes from what have been the most readily available sources: their colleagues at the same school, advisers and inspectors, and written material such as books and journals. Teachers in other schools are also important. When it comes to the needs of children from cultural backgrounds other than their own, parents and community contacts played as large a part as other teachers in the same school, advisers, and books. Their advice on communication with parents, however, had more input from the school principal rather than parents, the Board of Trustees or community contacts. NZEI (71%) and the school principal (29%) are the major sources of information about conditions of employment.

5. TEACHERS' ACCESS TO INFORMATION AND INCLUSION IN DECISIONMAKING

One of the major principles of *Tomorrow's Schools* was that decisionmaking should occur `as close as possible to the point of implementation.'[5] Section 1.2.16 and 1.2.17 also outline expectations that teachers will be involved in collaborative decisionmaking in the school. Budgets are specifically mentioned.

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[5] *Tomorrow's Schools*, p iii

In this survey, teachers were asked how well they were kept informed about matters in the school which affected their work, and what part they played in school decisionmaking.

Access to Information

Seventy-two percent of the teachers described their access to information as good. It was fair for 22%, not reliable for 5%, and not in time for another 6%. School and personal characteristics gave rise to no significant relationships here. Scale A teachers were as satisfied with their access to information as those in positions of responsibility. However, teachers in urban schools and teachers who have been at the school for six or more years are more satisfied with their access to information than those in rural or small town schools, and those who have been in the school for less than six years.

Decisionmaking

Holding a position of responsibility does mean greater input into decisions. In most areas asked about, teachers with such positions were twice as likely to be part of decisionmaking teams as other teachers, and half as likely to feel they had not been asked for their views. Women played a significantly smaller role in budget allocation than men, though they are the numerical majority in schools, probably because they are under-represented in positions of responsibility in schools. Those who described themselves only as New Zealanders, indicating a discomfort with the concept of ethnicity - though this concept is important in the principles of equity in the *Tomorrow's Schools* guidelines - were more often consulted for their views than those who described themselves as either Maori or Pakeha/European.

Teachers were included in decisions related to some areas of their work, but not others. School decoration until 1990 was largely in the hands of Education Boards, and the budget was out of school hands, so it is not surprising that this is the area teachers had least say in. However, the higher figure for lack of consultation on inservice training is surprising in view of the general picture of reasonable teacher involvement in decisions that affect them. This picture of teacher involvement may be slightly more favourable than the reality, given that scale A teachers are underrepresented in the sample, and that few teachers in this survey had been in their schools for less than two years.

Table 59

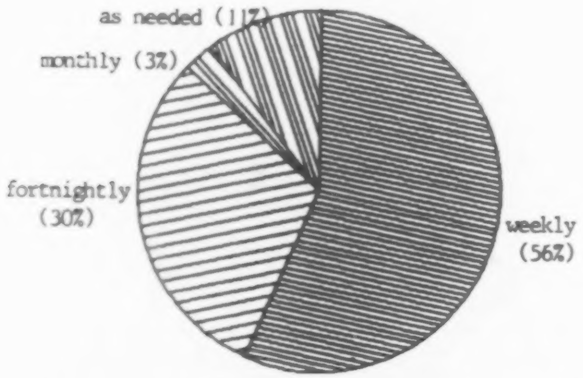
Teachers' Part in School Decisionmaking (N=414)

Area	Part of decision making team %	Listened to by decisionmakers %	Views not sought %
Curriculum	65	29	6
Discipline & rewards policy	58	33	8
School organisation	54	37	10
Assessment policy	47	41	12
Inservice training	41	41	18
Budget allocation	39	40	23
School decoration & furnishing	34	39	27

Staff meetings provide opportunity for discussion of issues which affect teachers' work. How often were full staff meetings held?

Figure 23

Regularity Of Full Staff Meetings



Schools with rolls under 35 met less often than others, and more as needed.

Staff also met in smaller groups. Teachers in positions of responsibility met in more of these groups than others.

Table 60

Staff Meetings in Smaller Groups (N=414)

Purpose	%
Syndicate meetings	74
Curriculum discussion/development	53
Provide mutual support/advice	46
Look at aspects of school policy	43
Meeting with staff representative	27
Make resources	23
NZEI meeting	19

Almost all schools had a school scheme (setting out goals and programmes), and almost all teachers had ready access to it (96%). Seventy-nine percent of the teachers in the survey had been involved in the development of their school's scheme: more of those with positions of responsibility than others. Slightly more were now involved in the development of the school's charter (90%).

Comments about the time-consuming nature of charter development and unrealistic demands on teachers' time outweighed positive comments about the process. However, teachers were not asked to describe their specific role in charter development, so it is not clear whether they were referring to such tasks as data collection and drafting policies, or to discussions with trustees and parents. (Answers from the principals' questionnaires indicate that teaching staff did have prime responsibility for preparing often quite large sections of the charter.)

What contact did teachers have with their Board of Trustees? Just over half (53%) had two or three different kinds of contact with members of their school's Board; 17% had four or more, and 23% one form only.

Table 61

Teachers' Contact with Board of Trustees (N=414)

Form of contact	%
Talk at school functions	72
Staff/board social occasions	69
Participation in Board working groups	67
Trustees visit classroom	28
Informally in the staffroom	11

Few teachers had no contact at all with their school's trustees - only 4% for Scale A teachers and none for those in positions of responsibility. The latter had slightly more contact overall than other teachers.

Contact with the staff representative on the board of trustees

A regular staff meeting for the staff representative to report back after each Board of Trustees meeting was available to less than half the teachers in the survey (47%).[6] Only a quarter had regular group discussion on agenda items before Board meetings; just under a fifth had individual discussions on agenda items. A third reported no formal contact with the staff representative. It would appear that at this early stage of the changes, staff representatives either did not have the time to report back, did not see the need to have group discussions and inform themselves of staff views before they went to Board meetings, or felt confident that their informal contacts with other staff were sufficient. But given that some teachers did not feel they had a voice in school decisionmaking - particularly budget allocation, which falls into the realm of Board decisions - then more formal methods of staff consultation and feedback seem warranted.

There were 66 staff representatives on Boards of Trustees(16%) amongst those who returned questionnaires. Three-fifths of these were also in positions of responsibility. Staff representatives' participation in staff meetings was similar to that of other teachers, but lower for syndicates (groups of those teaching the same level). Their contact with teachers in positions of responsibility was higher than their contact with other teachers.

Their contact with other trustees was at much the same level as other teachers, though slightly more had had classroom visits. The extent of their inclusion in decisionmaking was similar to, and sometimes slightly higher than, that of teachers in positions of responsibility.

6. LOOKING TO THE FUTURE

Teachers saw more change occurring in their relations with each other than do parents or trustees; otherwise, their view of likely changes is quite similar to these other two groups.

Table 62

Teachers' Views of Likely Changes in their School (N= 410)

Change	Yes %	No %	Not Sure %
Require new skills of teachers	47	26	32
Relations between teachers	38	35	28
Teachers relation with governing body	34	37	30
Teachers relation with parents	25	50	25
Teachers relation with principal	23	53	24
The way teacher teaches	18	52	30
What teacher teaches	18	44	38

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6. This is higher than the 27% reported for formal meetings with the staff representative, indicating that some meetings are regarded as informal only.

Comments on changes: In the area of the way they teach Maori teachers, those in positions of responsibility, and those at intermediates were more likely to expect change. (o) Thirty percent made major comments here. The major theme of these comments was a sense of increased accountability to the local community. Some said that changes were unlikely because they already met community needs; others saw a need to explain their programmes to the community, while others foresaw negative effects if the increased accountability took a rigid or quantified form.

> *I hope it doesn't. We may find that we are spending more time marketing and less time teaching.*

> *It has already. I simply do not have the time (or the energy) to put as much into my classroom work as I used to.*

> *I can see that the situation could arise where you either change to suit the principal/BoT or leave. I would leave.*

> *Parents' attitudes have changed. I have a feeling of uneasiness - I can't afford to be always completely honest in my criticism of students lest I should offend parents and they complain to the BoT. This has already happened over minor points with some staff members.*

> *I'll ensure that parents/community are involved, that they're more aware of the class programme.*

> *Seems to be a desire on the part of parents to emphasize basics - yet to be defined. Might have to change to meet expectations.*

> *Pre and post testing to enable one to always be held accountable will of necessity have to be done. It will tend to formalise expectations and programmes.*

Again, teachers at intermediates were more likely to see changes to what they taught than others. (o) Thirty-four percent commented on their views of change here. The existence of a national curriculum was the major reason why teachers did not see changes in *what they taught*; The existence of the school charter, and the need for provision for specified groups in the national guidelines for charters influenced those who thought there would be changes.

> *Local curriculum goals must be addressed by classroom teachers.*

> *Pressure from parents' interest groups to teach or not teach a particular subject is becoming a reality.*

> *At the moment it looks like it will carry on as is, but may be limited as resources become more run down.*

What new skills do teachers feel they need to gain? (o) Forty-nine percent commented here, again emphasising their accountability to the local community. Administrative skills are the most mentioned along with communication and conflict negotiation skills, and Maori. Those in small cities and towns are more likely to feel they will need new skills than others.[a]

Forty-nine percent also commented on changes to relations between teachers. (o) The main theme here was increased competition. Most saw competition replacing cooperation; but some saw that there would be an opportunity or need for increased mutual support.

> *Less sharing of ideas. Everyone out to get the best for themselves.*
>
> *As the principal and deputy principal are the staff members on the board it has become a closed shop.*
>
> *Have already noted a more competitive and less cooperative staff relationship.*
>
> *... especially if principals can hire and fire. Or if following board policy that does not match with staff wishes.*
>
> *It has already begun: more openness between staff. The whole staff are more involved in decisionmaking; there's a readiness to be more aware of a rapidly changing roll and more cultural awareness.*
>
> *Hopefully cooperation will remain the keynote in working relations between teachers, otherwise teaching becomes a very thankless demoralising task.*

Comments on changes to teachers' relationships with their principal were fewer (35%). (o) Most mentioned the new powers of the principal, and his/her accountability for teachers' performance.

Fortytwo percent made comments on teachers' relations with parents. Teachers with positions of responsibility saw more change in these relations than other teachers. A greater involvement by parents was seen as the main change in teachers' relations with them. For some this meant a need to bridge the gap that they saw in perceptions about teaching and learning. Others expressed wariness of greater parent scrutiny or desire to control what happened in the classroom.

> *We will have to work harder to educate the parents as to why we do things the way we do.*
>
> *At the moment, no, but some parents seem to have unrealistic expectations.*
>
> *Depends on the parents' expectations of teachers and teachers' time.*
>
> *Hopefully we will have more contact.*
>
> *Minor "complaints" could be blown out of all proportion if they go to the BoT instead of the principal. Some parents are likely to want to "stir" all they can.*
>
> *Parents are already more confident about asking the school to change policy (e.g. on outdoor education). But they are by no means in agreement with one another.*
>
> *Parents on the BoT will become more like colleagues.*
>
> *I think parents are going to be more like strangers than friends to me.*

> *We all feel we are much more under the microscope than we have been. We might start taking "safe" or "boring" decisions to protect ourselves from flak.*
>
> *Generally parents are warm and supportive and realise that choosing to teach isn't an easy way to earn your daily bread.*

Expectations of changes in teachers' relations with their school's governing body centred on becoming closer and working together more. (40% commented here.) (o) Maori teachers saw more change here than others. Some were wary of the Board's power as employers and financial decisionmakers.

> *The BoT seems to be well informed and interested in school happenings.*
>
> *The BoT members are similar to the previous school council.*
>
> *There is already a good relationship, but now parents feel anxious over the changes.*
>
> *There will be someone to relate to at a personal and humanistic level.*
>
> *I'm worried about how they will judge teachers. Not based on their knowledge of educational theory, I hope!*
>
> *They are already seeking more power in professional areas - and conflict is occurring.*
>
> *As staff rep I find myself in areas of conflict.*
>
> *They are becoming very negative about spending on virtually anything (except computers), as they don't want to end up over budget. Tension is developing.*
>
> *I will regard them as my employers, and the free, relaxed atmosphere which previously existed between the parents and myself will be changed.*
>
> *Feeling positive about this, but apprehensive all the same.*

A third of the teachers in the survey also mentioned other aspects of school life which they thought would change. (o) These were equally divided between positive expectations about greater parent involvement in the school, including hoped-for acknowledgement of teachers' work as parents became more knowledgeable about what they do and why; and comments on increased workload for teachers, including possible tension due to different views both within the community as well as between teachers and some parents as to what should be taught, and how teachers' work should be evaluated. Constraints because of lack of funding were mentioned by about a third of those who commented.

Just under three-quarters of the teachers commented on the implementation process of *Tomorrows Schools*.

Table 63

Teachers' Views of the implementation of *Tomorrows Schools* (N=414)

View	%
Far too fast	29
Funding inadequate	27
Misleading/confusing information	23
Too much pressure on staff	17
Concern about fair appointments being made	13
Expecting too much from trustees/community	10
Negative comment on parent involvement	8
Teacher morale low	8
Paperwork taking classroom/student time	7
Positive comment on implementation	5

Some representative comments:

> *A time consuming task for the community and staff, especially the principal. As yet nothing for the students has been done; just paperwork, reading, discussing and attending meetings. The government has handed over responsibilities to busy people.*
>
> *We have all been left in the dark about so many areas. The general public have all sorts of ideas about how they will be affected, especially parents. We as teachers were seldom able to answer questions as we knew so little - and still have many gaps in our understanding of how things will change.*
>
> *I really think that parent members of the Board of Trustees had no idea at the outset of the amount of work being a trustee entails. Members who were former school committee members seemed to have the impression that the system wouldn't be too different, and are now starting to baulk at responsibilities and lose enthusiasm.*
>
> *The whole process has been brought in too quickly. The consultation process is OK, but how far do we go? Especially when people say they are happy as it is and are not bothered with going to meetings. People cannot be forced to comment.*
>
> *I am disappointed with the lack of training given to BoT parent representatives. These people have yet to realise the importance of being educated, and are opting out of attending training sessions. They presently continue to act as a school committee and lack the professionalism required with their responsibility. They have not been present at meetings consulting parents re the charter. They have not yet got really involved in what is happening in the classrooms. How can they judge for themselves where money for resources should be spent if they do not get out there and educate themselves? How can they judge whether the principal and teachers are doing it the best way?*
>
> *Far too much paper work to wade through, much of it repetitive. I would just like to get on with teaching the children.*

> *All too quick and bewildering. I do not feel trained enough to be part of it. Now inclined to take each day as it comes and worry only when absolutely necessary.*
>
> *It's all been too fast, with insufficient direct back-up for schools.*
>
> *Delays in making information available and changes to information left some administrators feeling insecure and negative.*
>
> *It is too wide, too fast, too poorly prepared. We had an education system which had faults - instead of changing the faulty bits we now have had presented to us another system with equally as many faults, only bigger.*
>
> *The way the process of change was presented to parents was misleading, with the advertising implying they would have a greater say in what was taught in schools, when in reality all they will really be doing is being very poorly paid managers of buildings and grounds, with a hiring role in an area (i.e. teaching) with which most have almost no experience.*
>
> *What happens if it doesnt work?*
> *We're all working at such a frantic pace that there's really not a lot of time to appreciate its benefits.*

Comments on the effects of the changes were in a similar vein, with fears that funding and unprofessional judgements about employment and programmes would erode the quality of schools; fears that appointments would be less fair, for example, that women would not be promoted; and comments about low teacher morale. A few (5%) made positive comments about the changes.

> *If it succeeds, it will be because of the effort of trustees and teachers.*
>
> *I'm concerned that jobs may be won on the "who you know" principle, and people coming from other areas will be disadvantaged.*
>
> *Inclusion of Treaty of Waitangi is excellent; so is the parental/community involvement. But I'm concerned about the poor funding, and its lack of direction in some areas.*
>
> *Community involvement is very much a minority of the schools electoral roll.*
>
> *I am concerned that the well-meaning people who wish to be part of the system are often being disenchanted by the overwhelming burden involved in "paper warfare" rather than getting on with the education process and its support. I am also concerned about the complete lack of respect being shown for the opinions/ideas of the great bulk of teachers in the process of change.*
>
> *I'm in favour of Tomorrow's Schools, although lack of community interest in charter meetings leaves a community exposed to the influence of minority groups if they choose to try to affect school policy.*
>
> *Positive: greater accountability; community needs considered.*

Negative: poorer socio-economic areas are going to be hard hit. Quality education is going to be the prerogative of the well-off.

There will be an uncomfortable (at times and in some cases) settling down period while people explore changes in power structures. There will be a big need for new communication skills.

It should have the effect of making parents part of the education system, with a feeling that they have some control over their children's education, so that, hopefully, parents and teachers will share a common purpose, and dialogue, and understanding.

Who is to perform, the children and/or the teachers?
Who will answer for the results in 10 years?